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ABSTRACT

This is an update of the first five-year plan for postsecondary education in California, adopted in 1976. While continuing to reflect a concern with developing a more effective and better coordinated system of education, it deals to a greater extent with problems and issues of direct concern to students and potential students: equal educational opportunities for minorities, women, and handicapped; the equitable provision of lifelong learning opportunities for older part-time students; the rising costs of attending college; the declining level of writing skills attained by recent high school graduates; issues related to the ability of public and independent postsecondary segments to maintain quality programs in a period of slowing enrollment growth; and the role of the state in institutional accreditation. (Author/MSE)

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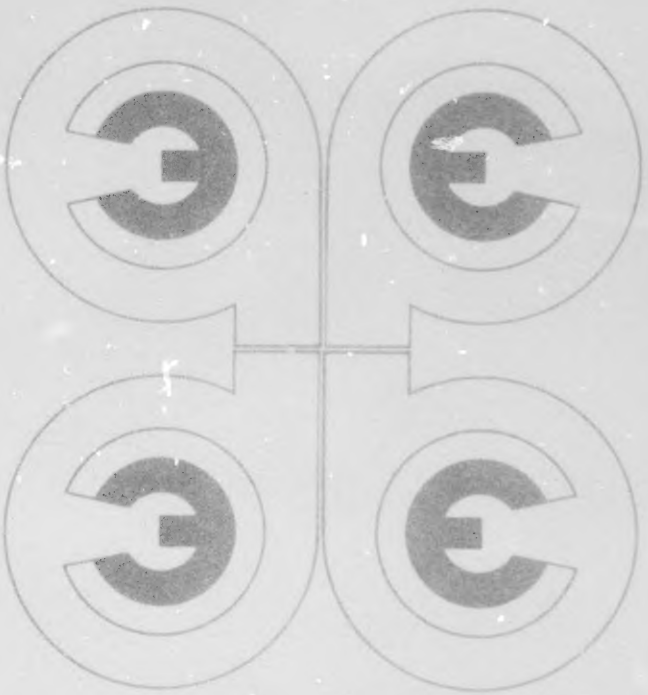

planning for postsecondary education in california:

a five-year plan update 1977-1982

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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California Postsecondary
Education Commission

Resolution 2-77

Adopting
Planning for Postsecondary Education in California:
A Five-Year Plan Update 1977-1982

WHEREAS, The California Postsecondary Education Commission is directed in the Education Code, Section 22712(1-3) to prepare a five-year State plan and update it annually, and

WHEREAS, The Commission has, in extensive consultation with all segments of postsecondary education and the general public, prepared this first update of the Five-Year State Plan; now, therefore, be it

RESOLVED, That the California Postsecondary Education Commission approves Planning for Postsecondary Education in California: A Five-Year Plan Update 1977-1982 and authorizes the Director of the Commission to transmit this update to the Governor, Legislature, governing boards of the public postsecondary education segments, and all other segments of postsecondary education.

Adopted
February 14, 1977

PLANNING FOR POSTSECONDARY EDUCATION IN CALIFORNIA:

A FIVE-YEAR PLAN UPDATE

1977-1982

January 1977

Prepared by the

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 12th Street
Sacramento, CA 95814

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PREFACE

By its very nature, planning involves making decisions about future actions based upon an analysis of the past and present. Despite the uncertainties involved, planning allows us to move toward the future and its challenges with knowledge and foresight. California is fortunate in that its system of postsecondary education has been characterized by a considerable amount of planning.

Under the guidelines of sections of the California Education Code referred to as the "Master Plan," approved by the Legislature and Governor in 1960 as the Donahoe Act, California carefully coordinated the development of its academic programs and educational facilities in order to spend its public resources efficiently and provide the best possible educational system for its citizens. In 1973, the Legislature and Governor approved amendments to the Education Code which created the California Postsecondary Education Commission and charged it with drafting and annually updating successive five-year plans for California postsecondary education. This action has enabled the State to deal in a more flexible manner with the dynamic nature of its postsecondary education needs and at the same time recognize and accommodate in its planning not only the rich resources of its public and independent colleges and universities, but also the productive efforts of educators in private vocational schools and in other sectors of society where significant formal education takes place.

This Five-Year Plan for Postsecondary Education: 1977-82 is an update of the Commission's first Five-Year Plan, adopted in 1976. The first Plan identified the general goals and objectives which should continue to guide the development of California's postsecondary enterprise. In addition, it focused upon a number of issues concerned with organizational structure and process and reflected the importance the Commission placed upon developing better information about the State's postsecondary system and encouraging better cooperation among segments and institutions in the provision of educational services.

This update of the first Plan, while continuing to reflect a concern with developing a more effective and better coordinated system of postsecondary education (particularly in Parts II and IV), deals to a greater extent with problems and issues of direct import to students and potential students. Equal educational opportunities for minorities, women, and handicapped students; the equitable provision of lifelong learning opportunities for older part-time students; the rising costs of attending college; and the declining level of writing skills attained by recent high school graduates are priority issues (Part III--Priorities I-IV) dealing with student concerns. In addition, several issues relating to the ability of the public and independent postsecondary segments to maintain quality programs in a period of slowing enrollment growth (Part III--Priorities V and VI) and to the role of the State in the accreditation of postsecondary institutions (Part III--Priority VII) round out the issues on which this Plan update focuses.

While the Commission has used these problem areas as a means of structuring its planning process, it nevertheless wishes to express both its pride in the vast system of postsecondary education supported by the citizens of California and its awareness that this excellent system can be maintained only through continued careful attention to academic and fiscal planning and to the educational needs of all Californians.

SUMMARY OF RECOMMENDED ACTIVITIES

Equal Opportunity: Access and Retention

1. In conjunction with the Commission, the public segments should implement the recommendations adopted in the Commission's report, Equal Educational Opportunity in California Postsecondary Education (April 1976). These recommendations address the problems of ethnic minorities, women, and the economically disadvantaged and include:

   - Developing a comparison base appropriate to each segment's mission;
   - Developing a common format for the reporting of data on the sexual, ethnic, and economic composition of student bodies;
   - Developing a model statewide Student Affirmative Action Program;
   - Increasing cooperation in the development of recruitment programs; and
   - Developing or expanding appropriate programs of support services.

2. As requested in ACR 151, each segment should develop appropriate goals, objectives, and criteria for evaluating its progress in overcoming the problems of access and retention of minorities, the economically disadvantaged, and women.

3. Each segment and institution should involve representatives of the underserved and underrepresented groups in the determination and design of support services to meet their specific needs. In their 1977 reports to the Commission regarding ACR 151, the segments should also indicate the method by which these representatives will be involved (e.g., an advisory committee, representatives on the regular planning committee, etc.).

4. The Commission should work with the three public segments, the State Department of Rehabilitation, and the Department of Education in developing a plan to meet the needs of handicapped and disabled students, and to overcome the underrepresentation of these students in public postsecondary education. Initial action steps to increase the access of disabled and handicapped students should include:

   - Increasing the articulation and cooperation between and among local high schools, the three segments of public higher education, and the appropriate State and local agencies;

- Assuring that information regarding available programs is widely disseminated;

- Providing in-service training of support personnel and faculty;

- Involving the handicapped and disabled in the determination and design of necessary support services; and

- Continuing to work toward entirely barrier-free campus environments.

5. In terms of extending access to California's older adults, the Commission should work with the segments in examining the California Higher Education Study for the Aging, and in developing appropriate segmental policies and action steps.

6. The segments should work with each other, with the Commission, and with appropriate State and local agencies in assessing the needs of and designing support services for the underserved groups. Cooperative and intersegmental approaches to problem solving will be encouraged by the Commission.

7. The Commission and the segments should seek appropriate student involvement in all aspects of planning for equal educational opportunity.

8. The Commission should report annually to the Governor and the Legislature on the segments' progress in overcoming the problems of access and retention of the underrepresented groups.

Lifelong Learning

Lifelong learning is a human activity to be developed and supported by our State because of the benefits to both the individual and society at large. The Commission, as the planning and coordinating agency for all postsecondary education in California, will continue to regard lifelong learning opportunities as a high priority for the State to provide its citizens. In carrying out its responsibilities in this area, the Commission should:

1. By December 1977 complete a study of alternative methods of financing lifelong learning opportunities in California including, but not limited to, the alternatives of:

   (a) direct student entitlements for continuing education;

   (b) extension of full or partial State support to University and State University Extension;

(c) full fee-supported non-credit classes in combination with limited student fee waivers; and

(d) modification of off-campus credit fee charges to make them comparable to fees charged in on-campus programs.

2. Work to ensure that opportunities exist throughout the State for adults to receive counseling regarding educational and career opportunities, and to have prior learning assessed and translated into academic credit at reasonable cost. To determine the adequacy of such opportunities for adults to receive counseling and validation of prior learning, the Commission should evaluate current efforts being made in these areas by the public and independent institutions of higher education. The Commission should also assess the potential effectiveness of alternative delivery systems or administrative mechanisms in responding to the same need.

3. Work with the Legislature and Governor during Fiscal Years 1977 and 1978 to provide State funding for external and extended degree programs of the California State University and Colleges and the University of California.

4. Work with the Student Aid Commission to provide financial aid for part-time external degree students who are in need and do not have access to such aid.

Tuition, Fees, and Access in Public Postsecondary Education

Because the articulation of tuition and fee policies is complex and highly sensitive, it would be premature to make specific policy recommendations at this time. However, because of the importance of this issue, it is recommended that more detailed information on tuition/fees policies be collected and analyzed.

In light of these questions, it is recommended that:

1. The Commission conduct a study of tuition/fees policies in California's three public segments. A number of questions must be explored in detail: Who pays for what services in California public postsecondary education? How are student-generated revenues utilized? What is the impact of existing fees and financial aid policies on access? What are the reasons underlying pressures to inaugurate tuition at the Community Colleges?

2. The Commission analyze the impact of public segment tuition/fees policies upon student attendance levels at private postsecondary institutions; and

3. All findings and conclusions of the Commission's study be submitted to the Governor and Legislature by July 1978.

Declining Skills Development

The problem of declining basic skill competencies of entering college students is clearly one that is shared by both the elementary/secondary and the postsecondary segments of education. Currently, considerable attention is being given to this problem. As noted, individual segments of education have begun to address the problem and, in several instances, intersegmental consultation is taking place on a regional basis. The current cooperative efforts between and among the elementary/secondary and postsecondary segments need to be expanded if we are to achieve a solution to this shared problem.

The Commission provides a unique perspective in addressing this problem, since all segments of California education, including the Department of Education and the State Board of Education are represented at various levels in the Commission's organization. It is therefore recommended that:

> The Commission serve as a catalyst during 1977 and 1978 to convene representatives from all levels of public and private education to meet with interested legislators and staff to examine proposed and existing programs designed to remedy the problem of basic-skills deficiencies among high school and college students.

Stabilized, Declining, and Shifting Enrollments

1. The Commission should carefully monitor actual enrollment and enrollment projections for postsecondary education and examine the relationship between enrollment changes and procedures used by the State in allocating support for the public and private segments of postsecondary education. This examination should include an analysis of the share of State funds to be allocated annually to postsecondary education. In this regard, the Commission should analyze the effects of enrollment dynamics and nonenrollment-driven funding procedures on State support for postsecondary education and report its findings annually to the Legislature and Governor.

2. The Commission should examine the effects of stable, declining, and shifting enrollments on the ability of public institutions to provide financial support for instructional innovation. Included in this analysis should be a discussion of the need for financial incentives to foster innovation. The results of this analysis should be transmitted to the Governor and Legislature.

3. As stated in Priorities I and III, the Commission should support and encourage State and segmental efforts to provide access to low-income students and to satisfy employee and student affirmative action goals.

4. If new legislation for faculty collective bargaining and reductions in force are introduced, the Commission should study and report on the potential consequences of the proposed policies for the State, for faculty employed in, and for students attending public postsecondary education institutions.

Financial Conditions of Independent Institutions

The Commission should complete its current study of the financial conditions of independent institutions and present its findings and recommendations regarding State support for independent institutions to the Legislature and Governor by June 1977.

Accreditation of Public and Private Institutions

In view of the national controversies surrounding accreditation and the recent legislative efforts to establish a State accrediting agency, the California Postsecondary Education Commission should begin a comprehensive study of the issues surrounding accreditation and by December 1978 present its findings and recommendations to the Governor and Legislature. This study should address the issues of private accreditation as a measure of institutional quality and probity, educational consumer protection, and the desirability of a State agency assuming the role of an accrediting body.

Segmental Planning for Academic and Vocational Programs, New Campuses, and Off-Campus Operations

In line with its coordination and review responsibilities, the Commission will address the following problem areas:

1. Student Demand in Relation to Manpower Needs
2. Assimilation of Programs
3. Education as Preparation for Employment
4. Program Areas Proposed for Special Study
5. Potential Program Duplication
6. Community College District Organization
7. Adult Programs in Postsecondary Education
8. Financial Support for Off-Campus Operations

Without a compelling, forward-looking agenda, education's leaders cannot hope to arouse the American people from the self-centered preoccupation with their own economic troubles. The public will not help to rescue the schools and colleges unless these institutions spell out once again what they can do for the American people.

Fred M. Hechinger
"Murder in Academe: The Demise of Education"
Saturday Review
March 20, 1976

PART I: POSTSECONDARY EDUCATION IN CALIFORNIA

Postsecondary Education: Definition and Scope

In response to our desire to better understand, master, and enjoy life, our society has developed a vast enterprise of educational services beyond those of the compulsory high school level. As in many other states, California has assigned to a State-level postsecondary education commission the tasks of planning and coordinating these postsecondary education services within the State, advising the Governor, Legislature, and the various educational segments on matters of policy and practice. The legislation creating the California Postsecondary Education Commission (Appendix A) specified that, as a part of its planning responsibilities, the Commission should "prepare a five-year state plan" for postsecondary education and update that plan annually.

A first step in the Commission's task of planning was to define "postsecondary education," which unlike "higher education" is a term that has only recently gained currency in our language. In its first Five-Year Plan (1976-1981), the Commission defined the term "postsecondary education" as having a broader meaning than "higher education" in that it included the full breadth of education services offered after high school in the State, such as adult schools administered by secondary school districts and private vocational schools.[1] Growing numbers of new education services outside the traditional institutional framework are being developed to respond to the needs of an older and more diverse learning clientele. This new dimension in education is recognized in the following definition of postsecondary education:

> *Postsecondary education serves persons who have completed or terminated their secondary education and encompasses both the formal instruction and associated educational services offered by educational institutions as well as the various education alternatives offered by other organizations such as business, industry, and the many levels of government.*

The Commission's statewide planning activities encompass all of California postsecondary education, which is composed of three major and distinctly different sectors of organizational control: the public institutions; the independent, non-profit institutions; and the private vocational schools and colleges, many of which are operated as profit-oriented businesses. In addition, the numerous educational programs offered by business, industry, government, and the military represent an area of educational activity that the Commission is carefully studying because of its evident growth and increasing ties with traditional educational institutions.

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1. A Five-Year Plan for Postsecondary Education in California: 1976-81, CPEC (December 1975), p. iv.

Table 1 shows the relative size of the public, independent, and private sectors of California postsecondary education. The majority of students enrolled in degree or certificate programs are served by the State's 104 Community Colleges. Although the private and independent schools and colleges outnumber the public institutions, their average enrollment is considerably smaller.

Because the data are not currently available, Table 1 does not show the large enrollments in noncredit courses offered by the Extension divisions of the State University and Colleges and the University of California; in Classes for Adults offered by the Community Colleges; and in adult schools and Regional Occupational Centers/Programs sponsored by secondary and unified school districts. Although sometimes criticized for primarily serving the recreational interests of adults, these programs as a whole satisfy fundamental educational and vocational goals of the majority of their students. For this reason, the Commission is examining the organization and financing of these programs to see if even better use might be made of the services they provide. (See Part III, Priority II.)

Enrollment Projections

The recent nationwide decline in the participation rate of graduating high school seniors--the number of seniors going on to college--has been reported widely. There is now reason to believe that the expected decline in the number of 18 to 24 year old students enrolling in college may occur sooner and be more severe than had been projected. The National Association of State Universities and Land Grant Colleges has reported that the college participation rate declined from 52 percent in 1970 to 47 percent in 1976.

A comprehensive study of enrollments just completed by Garland Parker projects that student enrollments will decline nationally this year by approximately 1 percent, from 11,200,000 students in 1975-76 to 11,126,000 students in 1976-77. Preliminary national estimates for fall 1976 indicate that four-year institutions experienced an increase in full-time enrollments of 1.5 percent, while part-time enrollments in the same institutions have declined approximately 13.5 percent. Total enrollments in these institutions declined by 2.2 percent. Two-year colleges have experienced an overall increase of 1.5 percent, although full-time enrollments declined by approximately 1 percent.[2]

Fall Term, 1976, enrollments in both the University of California and the California State University and Colleges were lower than the

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2. Enrollment Policy and Education, University of Cincinnati, Cincinnati, Ohio, 1976. The 17th annual study at the University of Cincinnati surveyed 688 colleges and universities.

Table 1

TOTAL ENROLLMENTS IN CALIFORNIA POSTSECONDARY INSTITUTIONS

All Students Enrolled for Credit[1]
Fall Term, 1975

(Resident and Extension)

	Total Enrollment	Number of Institutions	Percentage of Statewide Enrollment (by segment)
University of California (includes 1,500 at Hastings College of Law)	181,785	10	5.0
California State University and Colleges	333,735	19	9.0
California Community Colleges[2]	1,101,548	102	30.5
Other Public Institutions[3]	1,556	3	.5
Independent Degree-Granting Institutions	185,058	255	5.0
Private Vocational/Technical Schools[4]	165,963[5]	1,500	4.5
Adult Education (high school and unified school districts)[5]	1,583,599	310	44.0
Regional Occupational Centers[5] and Programs (adult enrollments)	60,007	66	1.5
TOTALS	3,613,251	2,246	100.0

1. Primary Source: Opening Fall Enrollment (HEGIS) 1975. HEW. Figures for the Community Colleges were obtained from Opening Fall Enrollment (HEGIS) with adjustments from CCC forms CCAF-130 and 131 when necessary.

2. Although there are currently 104 community colleges, only 102 of these enrolled students in the Fall of 1975.

3. Includes California Maritime Academy, U.S. Naval Postgraduate School, and Otis Art Institute of L.A. County.

4. Does not include correspondence schools.

5. There are an estimated 1,500 private vocational/technical schools in California. This figure includes 1,095 schools which reported total 1974-75 enrollment on the Postsecondary Career School Survey (HEW). Most of these schools do not register students by "credits" but maintain registrations and attendance records by class hours. This is also largely true for Adult Education classes and Regional Occupational Centers and Programs.

previous fall, the first such decline in either segment in 20 years.[3]

The impact of stabilized, declining, and shifting enrollments in California postsecondary education is discussed in Section III.

Table 2 compares estimated headcount enrollments Fall Term 1976 with fall enrollments for the previous four years in four segments of California postsecondary education.

Long-range enrollment projections made over the last few years have been revised as a result of actual enrollments for Fall Term 1976 and are provided in Appendix B.

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3. Enrollment reductions in the University of California for fall 1976 were planned at the Berkeley and Los Angeles campuses and therefore may not indicate reduced student demand at these campuses. However, the University did experience slightly reduced enrollments at some of the other campuses.

Table 2

TOTAL FALL HEADCOUNT CREDIT ENROLLMENTS: 1972 TO 1976
(Graduate and Undergraduate Enrollments:
excludes UC and CSUC Extension)

		Change	Percent
California State University and Colleges			
1976	304,089	-6,802	-2.2
1975	310,891	+19,349	+6.6
1974	291,542	+4,909	+1.7
1973	286,633	+9,896	+3.6
1972	276,737		
University of California			
1976	127,395	-1,091	-0.8
1975	128,486	+6,030	+4.9
1974	122,456	+3,602	+3.0
1973	118,854	+5,584	+4.9
1972	113,270		
California Community Colleges[1]			
1976	1,142,180	+40,632	+3.7
1975	1,101,548	+141,841	+14.8
1974	959,707	+106,890	+12.5
1973	852,817	+128,385	+17.7
1972	724,432		
Independent Institutions[2] (AICCU only)			
1976	146,705	+772	+0.5
1975	145,933	+10,777	+7.9
1974	135,156	+7,236	+5.7
1973	127,920	+9,062	+7.6
1972	118,858		

1. Estimates for 1976 are based upon Department of Finance enrollment projections, September 1976.

2. AICCU institutional membership has been adjusted to make it constant for the period shown. Also, enrollment figures represent yearly averages.

Differentiation of Functions in Public Postsecondary Education

The 1960 Master Plan for Higher Education in California formally assigned different educational functions to each of the three public segments. This differentiation of functions, as well as the establishment of eligibility pools from which each segment would draw its students, prepared the way for the orderly, though rapid, growth during the decade and a half that followed.[4]

Under the Master Plan, as subsequently amended, the public segments of higher education have the following functions:

California State University and Colleges

> Undergraduate instruction and graduate instruction may be offered through the master's degree. The State University and Colleges may award the doctoral degree either jointly with the University of California or with an accredited independent college or university. Faculty research is authorized to the extent it is consistent with the primary function of the California State University and Colleges.

University of California

> Instruction may be offered in the liberal arts and sciences and in the professions. The University has exclusive jurisdiction in public higher education over instruction in law and graduate instruction in medicine, dentistry, veterinary medicine, and architecture. It has the sole authority in public higher education to award the doctoral degree in all fields. It may also award doctoral degrees jointly with the California State University and Colleges. The University is the primary state-supported academic agency for research.

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4. The term "segment" is used as a convenience in speaking of groups of similar postsecondary institutions in the State; thus, the three "public segments" are the Community Colleges, the State University and Colleges, and the University of California systems. The independent colleges and universities are likewise spoken of as a "segment" of postsecondary education as are also the private vocational schools. Consistency would suggest that these latter two be referred to as the independent segment and the private vocational segment respectively; thus, postsecondary institutions divide themselves into five segments. In addition, some have referred to adult schools (secondary level) and to business, industry, military, and government educational programs as segments of postsecondary education.

California Community Colleges

> These institutions may offer instruction through, but not beyond the second year. They may grant associate degrees in arts and science and this program may include, but is not limited to: standard collegiate transfer courses, vocational and technical fields, general or liberal arts, and community services.

It has been this division of labor which has permitted each of the public segments to pursue excellence within its basic mission and which in no small part elicited this recent observation from Dr. Alden Dunham, Program Director, Carnegie Corporation:

> The inspired leadership that devised 15 years ago the Master Plan for the public sector of higher education in California deserves much credit. Your system is the envy of much of the world. This is true in terms of quality, as well as quantity. The University of California, the California State University and Colleges, and the Community Colleges--each branch of the tripartite system has been a model emulated elsewhere.

The differentiation of functions guides the segments as they develop programs to respond to the educational needs of Californians. The evaluation of postsecondary education in this update of the Five-Year Plan will assume an understanding of these functional differences and their influence on the segments' programmatic responses.

The Role of the Postsecondary Education Commission

The legislation which created the California Postsecondary Education Commission assigned to it a variety of functions which fall into four general categories: Clearinghouse for Information, Planning, Evaluation, and Coordination. A related function within the categories of Planning and Coordination is that of administering certain federal grant programs.

Although the law assigns several specific activities and broadly stated responsibilities to the Commission, the statute by itself does not fully define the extent and nature of the Commission's role in postsecondary education. In order to clarify this role, the Commission adopted the following statements concerning its philosophy and operations:[5]

- the Commission is advisory to the Legislature, the Governor, other appropriate governmental officials, and institutions of postsecondary education;

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5. See Appendix I, "The Role of the Commission in California Postsecondary Education."

- the composition of the Commission provides a unique statewide perspective;
- the Commission is committed to maximum consultation with all parties involved in every issue;
- the Commission's independence as a statewide advisory body must be maintained;
- the Commission must present its findings and recommendations in the most forceful manner possible;
- the Commission regards itself as an advocate of fulfilling the postsecondary needs of the people of the State of California;
- the Commission believes that all agencies and institutions involved with postsecondary education are subject to its evaluation.

The Purposes of Postsecondary Education

Questions about the ends to be served by postsecondary education inevitably arise in the Commission's planning process. These questions have been raised many times, both directly and indirectly, as Commission staff consulted at various stages of planning with students, teachers, administrators, the general public, legislators, and representatives of many organizations and businesses.

The segmental functions discussed earlier do not begin to suggest the variety of societal and personal purposes served by the programs and services provided by both the public and nonpublic institutions in California.

For society at large, postsecondary education entails the systematic development and transmission of knowledge, attitudes, and skills, the purposes of which are to enhance the intelligence, understanding, and character of the people. In general terms, postsecondary education helps to foster a broadly literate and trained public, able to participate effectively in the democratic process and to cope with the complexities of our post-industrial society. Higher education, as a part of the postsecondary education enterprise, especially strives for leadership in the critical evaluation of our society's institutions and encourages a sense of personal responsibility among students in resolving social and political issues. University research has expanded the frontiers of knowledge in virtually every field, and in its wake have come better ways to deal with economic, social, medical, psychological, and environmental problems. Finally, society benefits from the training and retraining of individuals in the intellectual, technical, and occupational skills which are essential in a post-industrial society and which are provided by both higher education institutions and by the many specialized vocational schools in California.

For individuals, California's open access to postsecondary education offers opportunities for aesthetic and cultural development, which in previous generations were limited to an elite few. Postsecondary education also offers opportunities to students to examine many beliefs, life styles, occupations, and professions so that they may choose from among alternatives. In degree-granting institutions, the educational process is designed to expand the intellectual, emotional, and physical abilities of students. In vocational or specialty schools, the process is aimed at equipping students with skills and information for specific occupations. As Americans have enjoyed more leisure time, institutions have increased their recreational offerings so that people can learn to use this time creatively. Finally, individuals have been able to increase their employability, their occupational flexibility, and their future security through wise choices of postsecondary education courses.

Having enumerated these ends toward which we strive in postsecondary education, the Commission observes that there is an additional goal--one which is often overlooked but which deserves careful attention. This goal is derived from an ideal which holds that members of society ought to take the time and effort to reflect on their basic values. It stems from the belief that in all phases of educational activity, educators should do more than merely expose students to a plurality of value systems. They should openly confront the student with the need for personal integrity and should offer the student the encouragement to clarify and order his or her own values. Philip H. Phenix has phrased this goal in the following words:

> The most important product of education is a constructive, consistent, and compelling system of values around which personal and social life may be organized. Unless teaching and learning provide such a focus, all the particular knowledge and skills acquired are worse than useless. An "educated" person whose information and ability are directed to no personally appropriated worthy ends is a menace to himself and to society. A highly sophisticated society educated to no coherent way of life is likewise by its very learning made the more prone to disease and degeneration.[6]

Although it is clear that such a goal cannot be implemented except at the campus or classroom level by sensitive, concerned teachers and administrators, the Commission believes that educators should give attention to individual and societal needs to build a coherent system of values.

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6. Philip H. Phenix, Education and the Common Good, New York, Harper and Row Publishers, 1961, pp. 17-18.

Planning for the Future

The essence of postsecondary planning consists of devising effective strategies that promote both the social and personal benefits of education in the most effective manner possible. To do so, we must identify the social forces which have recently, or may in the near future, influence the direction of postsecondary education and assess the direction in which these forces might lead us. Most of these influences, of course, reflect trends in the larger society which have had a direct impact on our campuses. The following trends appear likely to have an enduring significance for postsecondary education and must be taken into account in planning for this sector of society.

Social Fragmentation and Educational Diversity

For many years, perhaps decades, American society has experienced an increasing fragmentation as traditional social institutions such as the community, the family, and the church have shown signs of stress and change. Politicized groups have organized around such common denominators as age (senior citizens), sex (the feminists), ethnicity and language (minority groups), organizational levels (management, labor), occupation (farmers, farmworkers), and special problem areas (environmental protection, consumer advocacy, and energy conservation). The effect of the resulting social tensions has been strongly felt in our educational institutions, which are caught in a dilemma of how to respond to often contradictory demands.

Social fragmentation has led to a proliferation of demands for special services and programs to which many educators have tried to respond. Among the basic values underlying the postsecondary education enterprise is the value placed upon meeting the individual needs of students. Educators have sought to meet the needs of diverse groups of students by providing specially-tailored curricula and services. The provision of special programs and services to a broader student clientele (e.g., ethnic minorities, women, the economically disadvantaged, older adults, and the handicapped) has changed the traditional structure of many postsecondary educational institutions to reflect changes in society at large.

The Commission envisions no decline in the general trend toward greater societal and educational diversity. In this light, the Commission believes that several principles should be observed in planning for the future. First, as the diversity of services, programs, and functions in postsecondary education increases, the Master Plan under which the public segments are assigned their different missions may require review and revision. For example, greater detail might be introduced into the description of the segments' assigned functions to cover new

functions and programs. Second, efforts should be made to better inform the public about the existence and use of the diverse services now being offered in postsecondary education.

Colleges and universities have also added new dimensions to their educational services to accommodate part-time, fully-employed, or returning students who are attending in ever-larger numbers. There has been a greater emphasis on serving social and personal needs and on enriching the life experiences of students, an emphasis which has attracted people from a wider cross-section of society. Because a larger proportion of the general student body is older than the traditional college age, the sharp distinction between students and full-time workers has softened. This emphasis will accelerate as continuing education is increasingly mandated for professions and occupations, and as institutions expand their range of courses designed for retraining, consumer awareness, and personal development.

Another influence on postsecondary education has been the new kinds of relationships developing between educational institutions and business, labor, professional, and public organizations. The traditional emphasis in higher education has been that students would learn about the economy, the society, and public affairs in the classroom. Increasingly, students believe that they should gain direct experience outside the campus to enrich their classroom learning. This has resulted in a closer relationship between campus and community.

Considerable efforts have been made by educational institutions to more directly address the needs of the various socio-economic groups. Members of various ethnic and racial minorities and many women have not had the opportunities enjoyed by others within postsecondary education, either as students or as faculty members. Many of these people have insisted on more participation at all levels of the postsecondary educational system. Such participation may require different but equally effective delivery systems from those appropriate for students from the dominant socio-economic groups.

Continuing emphasis upon individualization of the educational process may require an increase in institutional expenditures in certain areas. The need for resources to fund these activities may result in some serious statewide choices among competing priorities and in a reallocation of existing institutional resources.

The Commission's Five-Year Plan strongly supports the extension of equal opportunities to groups that are currently underrepresented in postsecondary education. Therefore, the Commission stresses that, at both the State and segmental levels, more emphasis must be placed upon the evaluation of existing programs, since the continuation of these programs must be a conscious decision made in light of the competing priorities of new programs.

Unemployment/Underemployment of College Graduates

Another significant trend is the dramatic decline of traditional employment opportunities for graduates and the consequent unemployment or underemployment of highly-trained individuals. This situation has led many people to insist that manpower projections be a major consideration in curriculum planning, course content, and admissions decisions. Educators certainly should be sensitive to changes in the nation's economy and their influence on the demand for career and occupational skills. Nevertheless, our educational priorities should not be derived solely from the economic marketplace; postsecondary education makes an indispensible contribution to the vitality of a democratic society and to those who wish to realize their full potential as knowledgeable human beings. These contributions are at least equally as important as providing occupational skills that may currently be in demand. Education at all levels will need to continue to reflect distinctions between liberal arts programs with a large amount of general education value and those with highly specialized occupational purposes, which are more justifiably planned in relation to the labor market. This topic is discussed at greater length in Part IV of this Plan.

Problems in Vocational Education Planning

A pervasive concern with the dynamic and highly competitive nature of the employment market has led to more emphasis on vocational education at both the secondary and postsecondary pre-baccalaureate levels. There are many indications which suggest that this condition will continue. The benefits to be derived from this attention to vocational education lie, for the individual student, in the broad range of opportunities to gain job-related skills which may make one employable without having to complete a baccalaureate or post-baccalaureate degree.

Such job-related training at the pre-baccalaureate level is offered by a wider variety of schools, colleges, and noneducational organizations than is baccalaureate education, and thus the planning and coordination of vocational education has become a major problem for the State. Postsecondary vocational education is, for example, provided by adult skill centers; Regional Occupational Centers and Programs; Community Colleges; the Extension divisions of the University of California and of the California State University and Colleges; independent colleges and universities; private vocational schools; governmental, labor, industrial, and business educational programs; and the military.

With an estimated $1 billion being spent annually for job-related training in California, the Commission strongly endorses the recent recommendation of the California Advisory Council on Vocational Education and Training calling for improvements in the planning and coordination of vocational education programs at both the secondary and postsecondary levels in the State.

Increasing Competition for Public Funds

A final trend requiring serious attention in planning is the increasing competition for funds among publicly-supported services. This competition will increase if the government assumes wider responsibilities for the health, employment, and security of its citizens. Often, the benefits of education are not as immediate or as tangible as those from other government services such as public health, welfare, or employment development. Nevertheless, the quality of our society and its ability to meet unexpected challenges depends, in large measure, on the quality and extent of its educational resources. California's institutions of postsecondary education must remain competitive as the State re-examines its priorities for public resources.

As pointed out in the discussion of its role, the Commission is an advocate of fulfilling the postsecondary education needs of Californians, arguing the merits of postsecondary education in the debate on social priorities that takes place continuously in the halls of the Legislature. This advocacy is accomplished in part by the Commission's planning function, through which the planning efforts of the educational segments are integrated and interpreted to the Governor and Legislature.

Commission and Segmental Planning Processes

The Commission is required by statute to prepare and update annually, "a five-year state plan" for postsecondary education, integrating the planning efforts of the public segments and other pertinent plans. This process provides the most dynamic and comprehensive approach to educational planning yet achieved in California. The Commission is making every effort to encourage planning activities by all segments of postsecondary education and to reflect these activities in its Plan. The following discussion summarizes (1) the Commissions's planning process; (2) the planning process of each segment and related planning agencies; and (3) developing planning efforts which the Commission contemplates incorporating in subsequent updates of its Five-Year Plan.

Developments in the Commission's Planning Process

Following adoption of the Commission's first Five-Year Plan, the staff appeared before the Assembly Subcommittee on Postsecondary Education to present and interpret the Plan's priorities. The Subcommittee's discussion initiated a staff review of the Commission's planning process prior to initiation of this update. Two major conclusions regarding the Commission's planning process were reached during this review: (1) broader consultation is necessary with

various constituencies of postsecondary education and the general public; and (2) the planning activities of all segments must be integrated more fully into the statewide planning process.

To broaden their consultation efforts, Commission members and staff met throughout the State with representatives of students, faculty, State agencies, business, and industry, conferring as well with segmental leaders. Advice was sought chiefly at two points in the planning process: (1) during May and June, when an effort was being made to formulate the issues in postsecondary education with which the Commission's Plan would deal; and (2) during October and November, when an early draft of the Plan was made available for general comment.

Early in the planning cycle process, Commission staff discussed with segmental representatives various methods for integrating segmental plans. Agreement was reached on a method which would utilize the Commission's selected priority issues as a focal point for reflecting (1) how these issues relate to the assigned functions of each segment, particularly the public segments; (2) what the segments are doing that relates to each issue; (3) what the segments are planning to do to address each issue; and (4) what the segments should consider in their planning. Therefore, in Part III of this Plan, each priority includes this information where applicable.

Additionally, this update includes an analysis of the public segments' program planning (Part IV), together with recommendations regarding particular planned academic and vocational programs that will require special justification before the Commission can concur with their implementation.

The Segmental Planning Processes

In an earlier discussion, it was noted that not only the public institutions but also the independent colleges and universities, the private vocational schools, secondary adult education and educational programs in business, industry, the military, and government, could be considered "segments" of postsecondary education. Of these, only the three public segments have formal systemwide planning processes. These are described briefly below:

University of California

In late 1971, the President of the University of California, foreseeing a radical change in growth patterns, established an Academic Planning and Program Review Board (APPR), composed of faculty members, students, and administrative officers, to serve as the single integrated planning mechanism at the Universitywide level. The University Academic Plan provides an

overview of University policies, general directions of development, and a framework for drafting of Campus Academic Plans.

Campus Academic Plans are drawn up by individual campus administrations in consultation with appropriate representatives of faculty and students on the campus, and are then reviewed and approved by the APPR Board for submission to the President. The Campus Academic Plans must be detailed enough to serve as guides to budget preparation. The continuing availability of a realistic University Academic Plan permits the periodic revision of effective Campus Academic Plans; and the continuing existence of detailed Campus Academic Plans simplifies the necessary updating of the University Academic Plan. The current Universitywide Plan was approved by the Regents in 1975 and is a statement of some thirty-two policies designed to guide the nine campuses in effective implementation of programs to discharge the University's academic and public service responsibilities.

California State University and Colleges

The academic master plans--five-year projections of new curricula updated and revised annually--form the basis of campus planning for facilities, faculty staffing, and library development. Each year before the plans are submitted for approval to the Board of Trustees, the campus-proposed revisions are negotiated with the Chancellor's Office, where regional, systemwide, and statewide considerations are brought to bear.

The overall academic planning process, repeated annually, begins with the allocation of full-time equivalent enrollments to each campus. The campuses project the distribution of these enrollments among existing and projected academic disciplines for one, five, and seven years in advance. From this, the effects of new programs on enrollment distributions, faculty allocations, and facilities requirements can be determined. The review of existing programs is also an important part of the planning process, particularly in cases where enrollment redistributions are anticipated as a result of new program initiations.

California Community Colleges (State level)

Many planning activities take place at both State and local levels. The Chancellor's Office reviews college and district plans for new educational programs, facilities, Equal Opportunity Programs and Service (EOPS), and occupational education.

District educational master plans indicate existing academic and occupational programs for each college and planned programs for the next five-year period. As program plans are developed for implementation, the Academic Affairs Unit in the Chancellor's Office reviews and approves or disapproves the proposed program. In addition, the Academic Affairs Unit reviews individual course proposals for non-credit, Coordinated Instructional Systems (CIS), and other courses which are not part of an approved program.

Capital Outlay Master Plans are updated annually by districts to reflect facility needs for the next five-year period. These plans are reviewed by Facilities Planning staff in light of Community College Construction Act requirements. Eligible projects are then ranked in priority order and presented to the Board of Governors for adoption as the proposed Community College capital outlay program for the coming budget year.

Each year the Chancellor's Office prepares an annual and long-range plan for Occupational Education in the California Community Colleges. This effort identifies objectives, activities, budgets, and expected outcomes in the following areas of occupational education: disadvantaged students, general program, research and evaluation, exemplary projects, consumer and homemaking, cooperative work experience, work-study programs, and limited English speaking students.

Procedures are being developed by the Chancellor's Office for the formation of a five-year plan for Student Services, including the integration of long-range EOPS plans currently submitted by districts. The Student Services Plan will cover four basic areas of student services: admissions, counseling, support services, and student affairs. A first draft of the format, procedure, and data requirements of the Student Services Plan should

be completed by June 1977, with the first submittal of district plans scheduled for June 1978.

All these long-range planning activities are being integrated. The process as a whole is being documented in a set of four State-level planning volumes, with the Five-Year Plan as the major volume of this set. The second Community College Five-Year Plan is scheduled for adoption by the Board of Governors in January 1977. Other volumes include: (a) background papers for the Plan; (b) State priorities and local plans; and (c) a handbook on all planning procedures.

Other segments of postsecondary education are at various stages of development in statewide planning. Generally these segments agree with the need for comprehensive planning, but have difficulties in defining and implementing the process because of institutional autonomy. Currently, the State Department of Education has general responsibility for three of these segments: (1) adult education; (2) vocational education (which includes both secondary and postsecondary students); and (3) private vocational schools.[7] The Department describes its present involvement in statewide planning in the following statement:

Department of Education

While not a part of the five-year planning process of the public segments of California higher education, the Department of Education has administrative responsibility for the coordination of planning efforts within and among adult education, vocational education, and the private postsecondary educational institutions. Those efforts contribute to the total picture in the context of the planning environment which exists for these entities. Previous planning efforts for adult and vocational education have been focused on the development of State and local plans in each of these areas. The Department is now developing a methodology by which these planning efforts can be coordinated at the State level. In addition, the Regional Adult and Vocational Education Councils (RAVEC)

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7. In its July 1976 report, The Role of the State in Private Postsecondary Education, the Commission recommended that responsibility for these schools be removed from the State Department of Education and placed under a separate State agency.

are mandated to do this type of cooperative planning at the regional level. The Department is working closely with these councils to ensure success in this area.

Long-range planning influence in the private sector is more difficult, due to the autonomous nature of these institutions; however, the Department's Council for Private Postsecondary Educational Institutions has appointed a subcommittee to work with Department staff to develop some planning capability in this area. The private sector is also represented on the Regional Adult and Vocational Education Councils.

In addition to building upon the foregoing planning activities, the Commission will be working with such organizations and agencies as the California Advisory Council on Vocational Education, the Department of Rehabilitation, the Student Aid Commission, and the Association of Independent California Colleges and Universities to improve the methods by which the Commission integrates the pertinent planning activities of these organizations.

The early efforts of man to fly were frustrated in part by his failure to imagine what enormous power would be required to lift aircraft for effective flight. To realize the human potential of a learning society, a similar flight of imagination about resources will be required.

Morris T. Keeton
"Networks and Quality"
Lifelong Learners - A New Clientele for Higher Education

PART II: A PROGRESS REPORT ON LAST YEAR'S PRIORITY ISSUES

The Commission's first Five-Year Plan was designed as a dynamic and flexible document, one that would be responsive to the rapidly changing postsecondary education environment. The Plan was conceived as an assessment of the problems facing California postsecondary education, a determination of which problems needed immediate attention, and a series of recommended plans of action or programs by which the State could address those problems over a period of years.

Inherent in the rationale of the Plan was the need for postsecondary education to accommodate change--to respond to new circumstances imposed externally by society, and to initiate needed changes and reforms from within. This accommodation of change is to be addressed annually in an update of the Plan as new problems, new priorities, and possible new courses of action are identified.

In this first update of the Five-Year Plan, it is essential that some assessment be made of how well the ambitious program of the original Plan has been attained; only with that critical view of the immediate past can we determine what remains to be done on problems already identified, and how earlier issues compare with those newly-identified here as current targets for statewide action. This evaluation is an integral part of the planning process, as well as an important aspect of the Commission's work. As a result of the policies enunciated in a position paper on its role, adopted in December, the Commission will place increasing emphasis on evaluating all of California postsecondary education, including responses to recommendations and proposals set forth in the annual update of its Five-Year Plan.

Before summarizing the progress made in carrying out last year's plans of action, it would be helpful to identify the general tenor of the eleven priorities addressed at that time, as well as that of the seven priorities which are discussed in Section III of this update. Inasmuch as the Five-Year Plan was a first attempt at problem-oriented planning on a statewide, intersegmental basis, it was natural that many of the issues identified were exploratory or definitional--determining where the State stood with respect to the organization and financing of the various components of postsecondary education. The other major thrust of the first Five-Year Plan was a commitment to access to postsecondary education opportunities for all Californians.

In this update, the overall emphasis has shifted away from the nature of California's educational enterprise--quantitatively and administratively--to other concerns which are more qualitative in character and which touch more directly upon the student and his or her learning opportunities. To be sure, some perennial issues remain--student fees and student access, for example--but even these are viewed increasingly as aspects of long-range public policy, rather than simply as individual problems to be remedied.

An assessment of specific priorities in the original Five-Year Plan shows that a number of program objectives have been accomplished--in the area of regional planning, for example. In these cases, while legislation may still be necessary to implement the specific recommendations, the Commission can now move on to other priority problems.

In other cases, the original plans of action are either nearing completion or are still in progress--understandable in a Plan which spans a five-year period. The focus of other priorities has changed, due to changes in the legislative or educational environment. Two priorities--vocational education and student financial aid--were not dealt with specifically during 1976, largely because of legislative activity (PL 94-482 or Title II of the Education Amendments of 1976 amending the Vocational Education Act of 1963 and AB 1821, which mandated regional planning for vocational education), and of action taken by another agency (the Student Aid Commission), although some progress on the vocational education priority has been made. In addition, several priorities--equal educational opportunity, adult education/lifelong learning, and financial conditions of independent institutions--were planned to continue into 1977. These will be discussed in Section III.

A summary of the disposition of last year's priorities is depicted in the chart which follows. A detailed review of the progress made appears in Appendix B.

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
STATE-LEVEL POST-SECONDARY EDUCATION INFORMATION SYSTEMS	1. Use the results of the federally sponsored annual Higher Education General Information Survey (HEGIS) to create a computer-based, state-level higher education data system. (1976)	Initial files accomplished. The data base is an on-going Commission responsibility.
	2. Develop a computerized state-level data base tailored to the needs of planners and decision makers for California postsecondary education in the Commission and in the executive and legislative branches of government. (1976)	Ongoing Commission responsibility.
	3. Develop a directory/index system for locating selected postsecondary data and information which are retrievable from sources other than the Commission library and computerized data bases. (1977)	Partially accomplished.
	4. Develop a reference library (clearinghouse for postsecondary education) for use by the Commission and others whom the information systems are intended to serve. (1977)	Accomplished. Additions will continue to augment library resources.
	5. Implement the criteria for evaluating the effectiveness of postsecondary education, as adopted by the Commission in June 1975. (1976)	Ongoing Commission responsibility.

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
STATE-LEVEL POST-SECONDARY EDUCATION INFORMATION SYSTEMS (continued)	6. Complete Through the Open Door, A Study of Persistence and Performance in California's Community Colleges, as required in Senate Bill 772 (1972). (1976)	Accomplished. Implementation of the recommendations is underway.
ADULT EDUCATION	1. Determine the extent and nature of present programs of adult education in California, including those sponsored by the public collegiate sector, the independent collegiate sector, the public secondary sector, and the independent vocational training sector. (1976)	Collection of this information is an on-going Commission responsibility.
	2. Develop procedures for inventorying the adult education activities of business, industry, and the professions (including government and the military) as well as those programs sponsored by private agencies which are open to the public and which are not subject to regulation by the State. (1977)	Partially accomplished. Continues as part of a 1977 priority (lifelong learning/part-time adult student).
	3. Assess the present structure of administration and coordination of adult education programs in the public sector, and make recommendations concerning any new administrative structures or delivery systems which seem necessary. (1976)	Partially accomplished. Continues as part of a 1977 priority (lifelong learning/part-time adult student).

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
ADULT EDUCATION (continued)	4. Assess the present system of financing adult education in California, and make recommendations concerning any new approaches to funding which seem necessary. (1976)	Accomplished. Commission proposal adopted in February 1976.
FINANCING POST-SECONDARY EDUCATION	1. To improve procedures for determining the level and sources of operating and capital outlay funding for California's Community Colleges. (1976)	Partially accomplished.
	2. Develop a process which will permit evaluation of segmental budget requests within the context of the Statewide Five-Year Plan for Postsecondary Education. (1977)	Partially accomplished. Continuing Commission responsibility.
	3. Develop procedures for determining the financial needs of independent institutions and the extent to which the State should aid in meeting these needs. (1976)	Partially accomplished. Continues as a 1977 priority (financial conditions of independent institutions).
REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS	1. Determine the nature and extent of the private vocational sector of post-secondary education in California by identifying each institution, its programs, enrollments, and output of graduates. (1976)	Partially accomplished.

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS (continued)	2. Assess the effectiveness of Division 21 of the Education Code in providing State control over the establishment and in assuring standards of educational quality among private vocational institutions, and determine the most appropriate and effective means for administering this statute. (1976)	Accomplished. Report adopted in July 1976. Currently awaiting legislative activity.
REGIONAL PLANNING	1. Design a structure for regional planning and make appropriate recommendations on this and other alternatives to the Governor, Legislature, and segments of postsecondary education. (1976)	Accomplished. Report adopted in February 1976; currently awaiting legislative action.
EQUAL OPPORTUNITY	1. Establish a statewide intersegmental equal education opportunity program in academic, support services, and public service areas in order to increase the access of ethnic minorities and women to postsecondary education institutions. (1977)	Partially accomplished. Continues as a 1977 priority (equal educational opportunity)
EVALUATION OF PROGRAM QUALITY	1. Develop better measures of the quality of educational programs. (1976)	Not directly addressed. Concerns for quality underlie several 1977 priorities.

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
EDUCATIONAL AND CAREER COUNSELING	1. Provide access to educational and career counseling for prospective students not enrolled in educational institutions. (1976)	Accomplished. Report adopted in February 1976; currently awaiting legislative action.
VOCATIONAL EDUCATION	1. Establish a staff-level interagency planning council for vocational education comprised of representatives from the staffs of the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council for Vocational Education, and the statewide offices of the California Community Colleges, the State University and Colleges, the University of California, and a representative of an independent college or university. (1977)	Federal legislation and subsequent action by State vocational education agencies occurred during 1976 to ensure program completion during 1977. State legislation was enacted and implemented to initiate results at local level (AB 1821, Montoya, 1975); subsequent evaluation will be needed.
STUDENT FINANCIAL AID	1. Assess the effectiveness of existing student financial aid programs (federal, State, and institutional) in providing access to and reasonable choice among postsecondary institutions and programs. (1977)	Ongoing joint activity of the California Postsecondary Education Commission and the Student Aid Commission.
COLLECTIVE BARGAINING	1. Monitor all legislation which would establish and/or affect collective bargaining in postsecondary education.	Ongoing Commission responsibility.

PROGRESS REPORT: 1975-76 PRIORITIES

PRIORITY	PROGRAM/TARGET DATE	STATUS
COLLECTIVE BARGAINING (continued)	2. Develop a series of assumptions upon which any collective bargaining for postsecondary education should be based.	Accomplished. Assumptions not yet adopted by the Commission.
	3. Establish a central depository for information on the number and varying provisions of contracts signed, should collective bargaining be extended to public postsecondary education personnel.	Not addressed.

WHAT'S POSSIBLE?

Realism and utopianism keep company in the realization that not ultimate but only next steps are possible.

Wesley C. Dykstra's paraphrase
of *R.P. Wolff* in
The Ideal of the University

PART III: PRIORITY ISSUES FOR 1977

The organizing feature of the Commission's planning process is its focus on priority issues. The essence of this feature is that important State-level problems are identified and then addressed through the planning activities and the subsequent actions of the Commission and those it advises.

For 1977, the Commission has selected seven problems in California for postsecondary education for careful attention and recommendations. They are (not necessarily in priority order):

1. Equal Educational Opportunity: Access and Retention
2. Lifelong Learning
3. Tuition, Fees, and Access in Public Postsecondary Education
4. Declining Skills Development
5. Stabilized, Declining, and Shifting Enrollments
6. Financial Conditions of Independent Institutions
7. Accreditation of Public and Private Institutions

These important problems in the State's postsecondary enterprise have been identified inductively through consultation with students, faculty, campus administrators, State-level administrators, segmental representatives, legislators and their staffs, the general public, and Commissioners themselves. The issues--the points of debate or controversy--are generally found in the lack of consensus or, more precisely, the strong disagreement among the citizens and decision-makers on how these problems are to be resolved. This section of the Plan provides pertinent background information on each issue, discusses its current status (including segmental programs and legislative activities that address the issue), and recommends activities by which to deal with the issue and resolve the problem.

A number of problem areas were considered but deferred to a future planning cycle. Some problems are not dealt with directly in this section but are referred to in other parts of the Plan: for example, the increased student interest in vocational training in a time of high unemployment and the problems this raises in planning new educational programs is dealt with in Part IV. In the scope of the issues to be considered this year, the Commission deferred examination of the proper role of the State and federal governments in

postsecondary education. This question is high on the list of important issues for many people and will be reconsidered for inclusion in subsequent years.

In introducing these priority issues, we must emphasize that with enrollments leveling off and competition for State funds increasing, the various sectors of postsecondary education will have to make some hard choices among competing priorities. In some cases, these priority programs may require new or additional funding, while in others a reallocation of existing funds may be indicated.

Priority I: Equal Educational Opportunity: Access and Retention

State Goals

- *Work toward the equitable participation of ethnic minorities, women, the economically disadvantaged, older adults, and the handicapped in the admission and retention of postsecondary education students.*

- *Foster a well-articulated system of programs and services in postsecondary education which is responsive to individual education needs, in order to provide the opportunity for students to progress at a rate appropriate to their abilities.*

- *Maximize physical access to educational institutions, centers, programs, or services.*

Statement of Problem

Section 22521 of the Education Code, enacted in 1970, expresses the Legislature's intent that,

> Each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education.
>
> Once enrolled he should have the opportunity to continue as long and as far as his capacity and motivation, as indicated by his academic performance and commitment to educational advancement, will lead him to meet academic standards and institutional requirements.

Thus, while it has been State policy to provide equal access to post-secondary education,[1] there are several groups which are still confronted with barriers to such access: ethnic minorities, women, the economically disadvantaged, older adults, and the disabled or handicapped. Some of the barriers--such as financial, psychological, cultural, and geographic barriers--affect several of the underserved groups. Other barriers--such as those barriers that make buildings inaccessible to the handicapped--affect unique groups. In addition to the barriers to initial access,

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1. Equal access to some form of postsecondary educational opportunity does not, however, mean that there is a guarantee of unlimited choice of institution or program: for example, not all qualified students can be guaranteed admission to medical school.

there is the problem of retention or accomodation, which involves providing an institutional environment that will help a student successfully reach his or her educational goal. To make equal access and retention a reality, consideration must be given to both the common and unique needs of the various underrepresented groups.

Background/Status

• Ethnic Minorities and the Economically Disadvantaged

Background

In 1974 the Legislature adopted Assembly Concurrent Resolution 151, which requested the governing bodies of the three public segments:

> To prepare a plan that will provide for addressing and overcoming, by 1980, ethnic, economic, and sexual underrepresentation in the make-up of the student bodies of institutions of public higher education as compared to the general ethnic, economic, and sexual composition of recent California high school graduates.

These segmental plans were submitted to the Commission, which was charged with integrating and transmitting them to the Legislature with comments and recommendations. In its report to the Legislature, the Commission noted that there were difficulties in applying the proposed comparison base to all three public segments, given their differing missions and enrollment bases. Accordingly, the Commission recommended that "in future reports, each segment should use a comparison base appropriate to its specific mission and geographical location."[2] However, the report also stated:

> Extended discussion about the type of comparison base is not productive; it directs attention away from the fact that women, Blacks, Spanish-surnamed, and low-income students are underrepresented in California postsecondary education, regardless of which comparison base is used. While the Legislature suggested using recent high school graduates, comparison could also be made with the adult population, the 1970 census, and/or California's K-12 population. However, the specific method used affects only the degree of underrepresentation; it does not alter the fact of underrepresentation.[3]

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2. Equal Educational Opportunity in California Postsecondary Education, California Postsecondary Education Commission, Sacramento, 1976, p. 7.

3. CPEC, op. cit., p. 7.

The Commission further stated that the,

> ...segmental responses to ACR 151 do not contain comprehensive plans for dealing with the problem of student underrepresentation, (and that) without advanced detailed planning, there cannot be an effective program for responding to the problem of underrepresentation.[4]

The report did note that the University of California, when compared to the other two public segments, had made the most significant progress in developing a plan for student affirmative action, and suggested the other two public segments consider adopting the University's task force approach. In developing a comprehensive statewide plan for student affirmative action, the report indicated that each segment, with Commission leadership, should: (1) define the problem of student underrepresentation; (2) establish short- and long-range goals to be achieved; and (3) develop detailed programs to be followed in pursuit of those goals.[5]

The Commission concluded that there is need for increased emphasis on recruiting and student support services, and for a clearer commitment by the Governor and the Legislature to providing the funds necessary to achieve equal access to postsecondary education. Specific Commission recommendations included:

- Formulating a comprehensive statewide plan for student affirmative action;
- Increasing cooperation in the development of recruitment programs;
- Developing expanded or innovative programs of support services; and
- Developing a common format for the reporting of data on the sexual, ethnic, and economic composition of student bodies.

These recommendations are to be implemented in 1977, with the Commission working with the public segments in the design of a statewide Student Affirmative Action Plan and reporting to the Legislature and Governor on the progress achieved.

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4. CPEC, op. cit., p. 17.

5. CPEC, op. cit., p. 17.

Status

Subsequent to its first report on equal educational opportunity, the Commission and the public segments have examined the difficulty of obtaining accurate data (all data are derived from student self-reports which often include a large "no response" category), and have focused on the importance of planning not only for equal access but also for retention. Increasing the numerical representation of ethnic minorities and the economically disadvantaged in the entering student population is important; it is equally important to ensure that these students remain in school and achieve their educational goals.

While comprehensive planning for student access and retention still remains to be done, each segment has developed a variety of programs and activities designed to increase the participation rates of ethnic minorities and the economically disadvantaged.

University of California: In 1964, the University of California established an Educational Opportunity Program (EOP) designed to increase the enrollment of disadvantaged students at the undergraduate level. Supported by the University's own funds and those from federal financial aid programs, this program has grown from an enrollment of 100 students and a budget of $100,000 in 1965, to an enrollment of over 8,000 students with a budget in excess of $17 million.

Dissatisfied with the growth in minority enrollments, the University in 1975 initiated an expanded Student Affirmative Action program to supplement the activities of campus EOPs. This program has been funded over a two-year period through a State appropriation of $1,375,000 (AB 2412, Meade, plus a $275,000 augmentation for 1976-77) matched by the University. Activities in the expanded program include:

- A new Early Outreach program which focuses on increasing motivation and academic achievement among low-income and minority students at the junior high level;
- Increased efforts to identify and encourage the enrollment in the University of high school and Community College students from underrepresented groups;
- Increased financial aid for students entering the University as a result of outreach activities;
- Additional academic support services for students from disadvantaged backgrounds.

In addition to these efforts, the University has launched special summer institutes to prepare disadvantaged students about to enter the University, special summer and weekend programs for talented minority and low-income students at the junior and senior high school levels, and a variety of programs designed to interest minority students in entering particular fields of study. Such programs have been funded

from University, federal, and private resources. The University also is currently engaged in a FIPSE-funded project designed to assess the informational needs of high school students from low-income and minority groups and to better respond to those needs.

The University also has initiated a variety of programs at the graduate and professional level to increase the enrollment of students from underrepresented groups. Generally, these programs include special recruitment efforts and academic support services. As a result, the enrollment of Black and Chicano students at the graduate level increased from 3 percent in 1968 to 10.7 percent in 1972. Since then, Chicano graduate enrollments have continued to increase but Black graduate enrollments have declined.

Finally, the University is authorized to admit up to 4 percent of its entering students under a special program which provides for the admission of students who demonstrate potential for success but do not fully meet the regular entrance requirements.*

California State University and Colleges: Approximately $5.5 million in State funds were allocated to the California State University and Colleges in 1974-75 for its Educational Opportunity Program, which served 13,585 students that year. For 1976-77, the State University projects that it will serve 19,439 students with a total of $10,182,138 in State appropriations ($6,129,041 in grants and $4,053,097 in support services). EOP funds provide not only financial aid, but also a number of student support services such as personal and academic counseling. In addition, the State University is experimenting with alternative admissions standards on several campuses. The State University system also is authorized to admit up to 4 percent of its entering freshmen class in exception to regular admission requirements, with a similar percentage for lower division transfer students. These "special action" programs constitute a major part of the system's efforts to expand opportunities for the educationally disadvantaged.

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* The status of minority access programs to public universities and colleges is uncertain at this time, as the California Supreme Court in its decision in the Bakke case struck down the University of California Davis Medical School policy which relied upon race or ethnicity for its special admissions program. The court held that admissions criteria for public schools which relied solely on race or ethnicity and which resulted in the exclusion of non-minority students was unconstitutional. The decision has been appealed to the U.S. Supreme Court. (See Bakke v. Board of Regents of the University of California, Supreme Court of California, no. SF 23311 decided September 16, 1976.) The possible effects of this decision will be discussed in Part II of the Commission's Equal Educational Opportunity Study.

California Community Colleges: Extended Opportunity Programs and Services of the California Community Colleges reached approximately 37,000 students in 1974-75 with a State appropriation of $6.7 million. For 1976-77, those funds were increased to $11.4 million. The EOPS program was the result of specific legislation (SB 164, 1969) which identified the unique purposes for allocating State funds in this area. The Community Colleges report that the State dollars are put at the disposal of students either through student support services (such as academic and personal counseling, tutoring, and financial aid counseling), or through direct grants and work/study programs.

Although ACR 151 does not include the independent institutions, and comparable access and retention data from the independent colleges and universities is difficult to obtain, there are indications that these institutions have been successful in recruiting ethnic minorities and the economically disadvantaged.

While each of the public segments has instituted programs designed to alleviate the problems of underrepresentation, there has not been a comprehensive analysis of the success of these programs. To provide coordination and leadership in developing a statewide plan, the Commission's second report on equal educational opportunity will: (1) involve the segments in developing a model student affirmative action program; (2) analyze current programs in relation to the model; (3) identify areas in which barriers to access and retention still exist; and (4) indicate the costs of current and proposed programs to overcome barriers to access and retention. This second report, which will also address the problems of women, should be completed by fall 1977.

- Women

Background

In October 1974, Title IX of the Education Amendments of 1972 was enacted to prohibit discrimination on the basis of sex at all levels of education.

The key provision of Title IX reads:

> No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any educational program or activity receiving Federal financial assistance.

This provision is patterned after Title VI of the Civil Rights Act of 1964 which prohibits discrimination on the basis of race, color, and national origin--but not sex. The legal sanctions of both laws

are identical: if an institution does not comply with the law, the government may delay the award of grants or contracts, revoke current awards, or rule institutions ineligible for further grants or contracts.[6]

But while there has been considerable public controversy surrounding Title IX, it appears to have achieved little in terms of real progress for women in higher education. Recently, the Project on Equal Education Rights (PEER)[7] filed complaints against 41 states (including California) charging violations of Title IX, with the states risking the loss of $3.4 billion in federal education aid.[8] However, HEW has rarely used its considerable financial sanctions to force an educational institution to comply with Title IX. Increasingly, women are resorting to civil suits in the courts to obtain specific compliance with federal laws on a case-by-case basis. This process for redressing grievances is slow, expensive, and often unrewarding.

Also on the federal level, the National Center for Education Statistics has recently published a book entitled, Barriers to Women's Participation in Postsecondary Education. The report examines three categories of variables that inhibit the access of women to higher education: (1) institutional barriers, such as admissions and financial aid practices, and faculty and staff attitudes; (2) social barriers, such as social class, ethnic group, family and community attitudes; and (3) psychological barriers, such as women's attitudes toward themselves, and conditioning about achievement and education.

A similar study done in California[9] divides the variables into four categories: (1) access; (2) counseling and financial aid; (3) support services; and (4) continuing education stress. The recognition

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6. Sex Discrimination Against Students: Implications of Title IX of the Higher Education Amendments of 1972, Association of American Colleges, Washington, D.C., 1974, p. 2.

7. PEER is a project of the National Organization of Women (NOW) Legal Defense and Education Fund. It is funded by the Ford Foundation to monitor enforcement under federal law forbidding sex discrimination in education.

8. "On Campus With Women," Association of American Colleges, June 1976, p. 5.

9. Toward Viable Directions in Postsecondary Education: Nontraditional/Unconventional Education Through A "Community Family" Context; Dr. Thomasyne Lightfoote Wilson, 1974. The study was funded by Title I of the Higher Education Act of 1965, administered by the California Postsecondary Education Commission.

of such barriers, and the development of specific programs to help women overcome them, are of paramount importance in assuring women equality of access to and retention in postsecondary education. In its first report on equal educational opportunity in California postsecondary education, the Commission noted that women were underrepresented to varying degrees in all three segments of public higher education, and particularly at the graduate level in the University of California, although the University has made progress in this area in recent years.[10] As with ethnic minorities and the economically disadvantaged, attrition data on women students are needed to determine the extent to which retention is the problem.

While women who are members of ethnic minorities or are economically disadvantaged may qualify for one or more of the various State and federal student aid programs to help finance their educations, other women, particularly those returning to school at a later age, often encounter financial barriers to pursuing their education. Additionally, many women are aware that additional education may do little to improve their employability.

Women and Poverty, issued by the U.S. Commission on Civil Rights in 1974, reports census data show that women consistently have lower incomes than men with less education. Specifically, the report states that white women with five or more years of college have lower median annual incomes than white men with four years of high school. The disparity is even greater for minority women: Black women with one to three years of college have lower median annual incomes than Black men with five to seven years of elementary school. The reluctance of some women to struggle to achieve an education is understandable.

In addition, women who do pursue higher education are often discouraged by the lack of women in faculty or administrative positions who could provide role models. Many women perceive that even if they obtain advanced degrees, their employment opportunities--especially in institutions of higher education--are limited.

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10. The University reports that in recent years, women have represented about 25 percent of all graduate students. In 1973, however, the number of women in all graduate programs jumped to 31 percent and in 1975, to 34 percent. In the past five years, women in dentistry went from 6 percent to 23 percent; in medicine, from 15 percent to 27 percent; and in optometry, from 11 percent to 22 percent.

Recent data support this perception. According to a 1976 report by the American Association of University Professors (AAUP):[11]

- The percentage of women faculty members decreased from 22.5 percent in 1974-75 to 21.7 percent in 1975-76.

- In 1974-75 women received an average compensation which was 4.5 percent lower than that of men of the same rank; in 1975-76 women received an average compensation which was even lower--5.2 percent less than that of men of the same rank.

Such conditions cannot help but discourage many women from attempting to enter college or from persisting in their educational plans once admitted. California postsecondary education might well address the underrepresentation of women in faculty and administrative ranks as one of the barriers to the access and retention of women students.

Other barriers to access for women are similar to those for minorities and the economically disadvantaged--such as inadequate financial aid and psychological and cultural barriers. The solutions are similar: increased financial aid; increased emphasis on recruitment programs; and increased programs of student support services, such as personal and academic counseling. But some of the barriers primarily affect women, such as the lack of adequate child care, and demand unique solutions.

Status

Each segment reports a number of programs designed to help women overcome particular barriers to access. Often, these are entitled, "Re-entry Programs," and are aimed at helping the older woman who has been out of school for some time and now needs or wants to return. One such, at the Community College level, is the Women's Re-entry Educational Program (WREP), first initiated at De Anza College and funded by Title I of the Federal Higher Education Act of 1972.[12] The WREP Project has provided over 400 women with opportunities to begin or resume their college education, particularly in instances where they needed to pursue new careers because of social or economic circumstances. The women in this project would be considered "high-risk" students by most educational institutions: they are from low-income areas, are from minority cultures, and have

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11. "Nearly Keeping Up: Report on the Economic Status of the Profession, 1975-76," published in the Summer 1976 issue of the "AAUP Bulletin," AAUP, Washington, D.C.; as quoted in "On Campus With Women," Association of American Colleges, October 1976, p. 3.

12. Title I (HEA) is administered by the Commission.

had limited schooling. The nontraditional modes of recruitment, counseling, and curricula designed specifically for these students have helped them develop the confidence necessary to succeed in the educational environment. A vital part of the WREP program is the Child Development Center, which provides not only child care but also educational experiences that the mother and child share.[13] The program has proved so successful that other Community Colleges in the State have instituted similar programs with comparable results. Such programs prove that even so-called "high-risk," nontraditional students can be successfully recruited and moved into the mainstream of postsecondary education.

The State University has initiated re-entry programs at its Sacramento, Long Beach, and San Francisco campuses. The Program for Adult Student Admission and Re-entry (PASAR) at CSU, Sacramento, is a highly successful model program that may be duplicated elsewhere in the system as the importance of meeting the needs of the adult re-entering student is increasingly recognized. (In a recent letter, the State University noted that due to Title IX regulations, all women's re-entry programs are being retitled "adult re-entry" programs.) In an effort to meet one of the pressing and unique needs of women students, child care centers are in operation on every State University campus, except Stanislaus. Such centers, when adequately staffed and funded, greatly increase the ability of women with children to begin or return to postsecondary education.

The University of California reports that it has been conducting a self-evaluation during the past year, pursuant to the requirements of Title IX. The evaluation will cover all policies, programs, and practices relating to students and employees to determine compliance with the Title IX regulations. All inconsistent practices were to be modified by July 21, 1976, except in the area of athletics where full compliance is not required until July 21, 1978. To assist individual University campuses, specific requirements of the regulations and possible methods of attaining compliance have been supplied by the Systemwide Administration.

In terms of specific programs relating to the access and retention of women, the University reports that each campus has a women's resource center which offers courses and academic and career counseling. In addition, the UC Extension Programs on all campuses have offered courses in personal and professional development and vocational training for women. Child care is now available on eight of the nine campuses. The Systemwide Administration is also retaining the services of a child care consultant to assist campuses in organizing child care facilities and programs, applying for child care grants, and interpreting existing statutes and codes governing campus child care centers.

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13. Congressional Record, May 23, 1974, pp. 3230-3232.

However, the passage of Title IX and the interpretations of its regulations have altered the course of the University's programs for women. Ongoing programs and activities designed specifically to meet the needs of women must now be discontinued or restructured to include men. What Title IX will mean in terms of the access and retention of women--not only in the University but in all the segments of post-secondary education--remains to be seen. It is to be hoped that a strict adherence to Title IX regulations will not result in the decreased access or retention of women.

• Older Adults

Background

With increasing life spans and earlier retirements, it is expected that 30 percent of our population will be over 60 by the year 2000. Currently, there are over two million Californians over the age of 65,[14] most of whom are reasonably healthy, mobile, and independent. Their collective wisdom and experience represent a considerable national resource that we cannot afford to ignore. Education is not only a means of helping older citizens to develop their talents and lead more rewarding lives; it is also a means for organizing and developing their potential to work on the various problems of our society.

There has been considerable increase of interest and concern for older adults, resulting in the development of various kinds of programs and services by institutions and agencies. However, there is a great need for information about and coordination of the various efforts. Improving the economic conditions and enriching the lives of California's older adults requires the cooperation and efforts of numerous sectors, such as the federal government, the State Legislature, public and private educational institutions, and the appropriate service agencies.

Status

In 1972, the Legislature adopted Assembly Concurrent Resolution 127 which directed the three segments of public higher education to:

(1) Examine the adequacy of programs and curricula in the fields of gerontology, medicine, and other areas critical to the well-being of California's elderly population;

(2) Discuss and report to the Joint Committee on Aging on the validity of establishing one or more Institutes of Gerontology in California which might provide a focal point for continuing research and expanding knowledge of the aging for future governmental action;

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14. California Higher Education Study of the Aging, State Office on Aging, 1974, p. 1.

(3) Examine the adequacy of the programs and curricula now easily accessible to older Californians who wish to pursue higher educational attainments; and

(4) Examine how planning procedures can be coordinated to obtain federal funds for future aging research and programs.

In order to integrate the segmental reports and design a plan for action, a proposal was submitted by the segments and the then Coordinating Council for Higher Education to the California Office on Aging. The proposal was funded and the project resulted in the California Higher Education Study for the Aging and a "Plan for Action." The report found that the Community Colleges are on the front line in providing educational programs for the aging; 56 colleges had classes for the aging, 52 had some form of reduced fees for the elderly, 36 had an advisory committee on the aging, and 31 had pre-retirement programs for the public. However, the report noted that specially trained personnel to counsel the aging were few. Through Title I of the Higher Education Act, the Commission itself has funded programs for senior citizens at College of Marin, Cosumnes College, Ventura College, Moorpark College, Taft College, and Holy Names College.

In looking at the State University and Colleges, the report found that very few courses were designed for the aging, although a number of courses on aging for the professional or para-professional were offered. Some of the notable examples were a new undergraduate major in the Human Services Program concentrating on Gerontology at Dominguez Hills, San Diego's Center for Aging, and the Meridian Center at Sonoma. The report also noted that the State University's Extension programs could serve the educational needs of many elderly citizens, but few could afford to pay the fees. Acknowledging this problem, the State University has initiated pilot programs at the Long Beach and San Jose campuses to increase the participation of over-60 adults by waiving required student fees. Such fee waivers should help significantly in overcoming one of the barriers to access for the older students. At the end of two years, the State University is to report to the Governor, the Legislature, and the Commission on the success of its fee waiver pilot programs (SB 274, Alquist--Chapter 444 of the Laws of 1975).

With regard to the University of California's commitment to older adults, the study noted that there were only 11 students over age 65 enrolled in the University's regular academic program, and less than one percent of the student body was over 45. However, it should be noted that the University does not interpret its function under the 1960 Master Plan to include providing educational services specifically geared to meeting the needs of older adults. While UCSD's Institute for Retired Persons and UC Berkeley's Center for Learning in Retirement are experimenting with programs designed for the aging,[15] the

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15. California Higher Education Study for the Aging, 1975, pp. 18-25.

University believes its major responsibility is to conduct research on the problems of the aging and to train gerontologists and other professionals to meet the increasing needs of this group.

This study for the aging, perhaps the most comprehensive done on the educational needs of any underserved group, resulted in a "Plan of Action" indicating the specific steps that the segments and the Legislature must take to increase the educational opportunities of this group. Briefly, the steps are divided under the following action categories:

- Educational Opportunities: to have "programs and services that are relevant to the needs of older people included among higher educational offerings;"
- Accessibility: to "reduce the physical, social, economic, and mental obstacles to educational program participation that are likely to affect older people;"
- Training: to provide "adequately trained people in sufficient numbers to meet the educational and other needs of the aging;"
- Institutional Organization: "to assure commitment to addressing the needs of the aging and to encourage more effective performance on that commitment;"
- Interinstitutional and Agency Cooperation: for better planning and coordination of programs and services;
- Research: for continued research on the problems and needs of the aging and for implementation of current studies; and
- Institutes: to "develop a system of institutes throughout the State to provide required regional services."[16]

The study concluded that counseling for the aging is a service of the highest priority and that training counselors "is second highest priority since the numbers of people that will be needed to work in this field in the next few years will be so great." Above all, to meet the educational needs of California's older citizens, the segments must explore nontraditional approaches to recruitment, counseling, teaching, and curriculum and program design.

- The Disabled and Handicapped

Background

As a result of improved rehabilitation methods and medical care, a far greater number of disabled persons can now lead productive and

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16. California Higher Education Study for the Aging, 1975, pp. 53-56.

relatively independent lives.[17] Increased access to postsecondary education is one of the means to help disabled adults realize their potential for living and working in the mainstream of life. Due to an increasing awareness of the problems faced by the disabled and handicapped, the federal and State governments have begun to move toward solutions.

The Federal Vocational Education Act (enacted in 1973, and subsequently revised) provides vocational services to handicapped students, including interest and aptitude testing, career exploration and planning, job preparation, and job placement information and referral.[18] Since 1960, a number of new federal, State, and local laws have been enacted which stipulate barrier-free environments in new public buildings, as well as requiring that any remodeling of older buildings include elimination of barriers to physical access. Also enacted was the landmark Rehabilitation Act of 1973 (Public Law 93-112) which applies to all organizations having a contract with the federal government over $2,500, and which "requires that qualified handicapped applicants be actively recruited, considered, and employed."

The Act prohibits discrimination on the basis of a handicap and applies to job assignments, promotions, training, transfers, termination, accessibility, and working conditions.[19]

Status

With federal and State legislation to overcome particular problems of and prohibit discrimination against the handicapped have come federal and State dollars. Today, most public postsecondary institutions are receiving federal and State funds for special programs to meet the needs of the disabled and handicapped students. Financial assistance, remedial learning and tutoring aid, transportation, special advisement, and other necessary services are helping to increase educational access of this group of adults. In 1972 there were only 1,000 disabled students attending California Community Colleges; today 30,000 disabled students are served by the Community Colleges.[20] An increasing number of Community Colleges are instituting programs and curricula designed specifically for the deaf, the visually impaired, and the learning disabled.

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17. Into the Mainstream: A Syllabus for a Barrier-Free Environment, Stephen A. Kliment, 1975, p. 4.

18. "Vocational Services for Handicapped Students," brochure by Grossmont College, El Cajon, California.

19. Into the Mainstream, p. 5.

20. "Mainstream" magazine, June 1976, Vol. 1, No. 3, p. 15.

The recent enactment of Assembly Bill 77 (Lanterman) will enable the Community Colleges to substantially expand their programs for disabled students. The legislation provides for the delivery of appropriate support services to these students and further provides these resources without age discrimination. The Community Colleges and the State Department of Rehabilitation are working together to eliminate contradictory and discriminatory qualifications criteria and to avoid duplication or neglect of vital support services.

In addition to support services, barrier-free environments are being constructed and barrier removal is taking place in all of the public segments and in many independent colleges and universities. For example, UCLA has been a national leader in providing special facilities for the handicapped and barrier-free environments since 1944. At the present time, every University of California residence hall system has special accommodations for the handicapped and similar alterations have been made in most laboratory facilities. The Riverside and Berkeley campuses have developed model programs during the last decade, and Berkeley currently has the largest handicapped student population, 402 students, of any four-year institution in the nation.

In reporting on its efforts to increase access for disabled students, the State University stated that the "Report on Conditions, Services, and Facilities for Disabled Students," prepared by the Chancellor's Task Force on Disabled Students, and the two-year Long Beach Disabled Students Pilot Program "demonstrated the value of special assistance for the disabled." As a result, the Trustees included a Program Change Proposal for disabled student programs in its 1976-77 budget request. The proposal was approved by the Legislature and the Governor, and $506,028 was allocated for disabled student programs on the System's 19 campuses.

Assembly Concurrent Resolution 201 (Egeland, filed September 13, 1976), encourages the public segments to increase programs and services for handicapped and disabled students. The Resolution requests the segments to:

> prepare a plan that will provide for addressing and overcoming, by 1980, the underrepresentation of handicapped students in the makeup of the student bodies of institutions of higher education as compared to the general population of such students in recent California high school graduating classes.

As with ACR 151, problems may exist with regard to the comparison base; accurate data is needed to determine the scope of the problem. The Legislature must also demonstrate its commitment to the disabled and handicapped in terms of budgetary appropriations where necessary. In line with ACR 201, the following are recommended as initial steps to increase the access of disabled and handicapped students:

- Increase the articulation and cooperation between and among local high schools, the three segments of public higher education, and appropriate State and local agencies;

- Assure that information regarding available programs is disseminated widely;

- Provide in-service training of support personnel and faculty;

- Involve the handicapped and disabled in the determination and design of needed support services;

- Continue to work toward entirely barrier-free campus environments; and

- Increase financial support for special programs and services wherever necessary.

Summary

In discussing the problem of increased access and retention of ethnic minorities, the economically disadvantaged, women, older adults, and the handicapped or disabled in public postsecondary education, it becomes clear that these "nontraditional" students have unique problems that may often require unconventional solutions. Identifying these students and enrolling them in classes is only one of the problems. While many of these students have faced serious barriers to access, others have avoided traditional institutions because they felt there was nothing there for them, nothing and no one that could speak to their needs as unique individuals. Still other students, having gained access to college, have become discouraged and have dropped out. Lack of a sense of meaningfulness may result in a retention problem for even highly qualified minority students; there is little motivation in pursuing an education that ignores or devalues one's culture or history. Both women and minority students may become discouraged due to a lack of appropriate role models in educational institutions and their perceptions of continuing discrimination in professional employment.

The problems of access and retention require a meaningful institutional commitment to meeting the needs of the underserved groups. Such a commitment may require change and flexibility in the institutional structure and in staff attitudes; it may require a reexamination of the structure and content of the curricula and of teaching methods; it may require a reevaluation of the current personal and academic counseling techniques; and it may require both additional funding and a reallocation of existing financial resources.

The public segments of postsecondary education are clearly willing to resolve the problems of access and retention with a variety of programs and services. What is still lacking is comprehensive planning and an

evaluation of existing programs and services. Such planning must include: (1) development of common mechanisms for reporting needed data; (2) longitudinal data on student attrition and completion for each target group in each segment; (3) clearly stated, measurable goals for each existing or proposed program and service; and (4) a determination of the relative success of the various programs in reaching these goals.

The Commission and the segments must work together in these areas to obtain a clear understanding of the extent and nature of the problems of access and retention as they relate to each student group, and to develop appropriate programs and services to resolve these problems. In addition, the Legislature must be willing to support such programs to increase the access and retention of the underrepresented groups.

Recommended Activities

1. In conjunction with the Commission, the public segments should implement the recommendations adopted in the Commission's report, Equal Educational Opportunity in California Postsecondary Education (April 1976). These recommendations address the problems of ethnic minorities, women, and the economically disadvantaged and include:

   - Developing a comparison base appropriate to each segment's mission;
   - Developing a common format for the reporting of data on the sexual, ethnic, and economic composition of student bodies;
   - Developing a model statewide Student Affirmative Action Program;
   - Increasing cooperation in the development of recruitment programs; and
   - Developing or expanding appropriate programs of support services.

2. As requested in ACR 151, each segment should develop appropriate goals, objectives, and criteria for evaluating its progress in overcoming the problems of access and retention of minorities, the economically disadvantaged, and women.

3. Each segment and institution should involve representatives of the underserved and underrepresented groups in the determination and design of support services to meet their specific needs. In their 1977 reports to the Commission regarding ACR 151, the segments should also indicate the method by which these representatives will be involved (e.g., an advisory committee, representatives on the regular planning committee, etc.).

4. The Commission should work with the three public segments, the State Department of Rehabilitation, and the Department of Education in developing a plan to meet the needs of handicapped and disabled students, and to overcome the underrepresentation of these students in public postsecondary education. Initial action steps to increase the access of disabled and handicapped students should include:

   - Increasing the articulation and cooperation between and among local high schools, the three segments of public higher education, and the appropriate State and local agencies;
   - Assuring that information regarding available programs is widely disseminated;
   - Providing in-service training of support personnel and faculty;
   - Involving the handicapped and disabled in the determination and design of necessary support services; and
   - Continuing to work toward entirely barrier-free campus environments.

5. In terms of extending access to California's older adults, the Commission should work with the segments in examining the California Higher Education Study for the Aging, and in developing appropriate segmental policies and action steps.

6. The segments should work with each other, with the Commission, and with appropriate State and local agencies in assessing the needs of and designing support services for the underserved groups. Cooperative and intersegmental approaches to problem solving will be encouraged by the Commission.

7. The Commission and the segments should seek appropriate student involvement in all aspects of planning for equal educational opportunity.

8. The Commission should report annually to the Governor and the Legislature on the segments' progress in overcoming the problems of access and retention of the underrepresented groups.

Priority II: Lifelong Learning

State Goals

- *Determine the need for new services to part-time adult students and the best means for meeting this need.*
- *Maximize physical access to educational institutions, centers, programs, or services.*
- *Provide maximum flexibility in the mode and format of instruction and in instructional media in order to encourage and facilitate individual learning.*
- *Encourage postsecondary education to develop a comprehensive system of valid measures for knowledge gained both inside and outside formal academic programs.*
- *Work to eliminate financial barriers which prevent students from selecting and pursuing the educational or occupational program for which they are qualified.*

Statement of Problem

The Education Code sets forth the intent of the Legislature to provide opportunities for individuals to pursue their education at the postsecondary level as far as their motivation and abilities allow.[1] The provision of lifelong learning opportunities falls within this legislative policy. However, because of the cost in State funds of fully implementing this policy, access to such opportunities is not available to all who might wish to take advantage of them. A means must therefore be found for the State to distribute its limited funds for lifelong learning opportunities in a manner that is equitable and that first addresses our highest social priorities. This does not now necessarily occur.

At present, nearly one quarter of a billion dollars ($250,000,000) is spent annually by California's public postsecondary institutions and secondary schools for adult and continuing education. It is

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1. "It is the intent of the Legislature that each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education. Once enrolled he should have the opportunity to continue as long and as far as his capacity and motivation, as indicated by his academic performance and commitment to educational advancement, will lead him to meet academic standards and institutional requirements." (Education Code, Section 22521)

currently State policy that all funds from public revenues, about $200,000,000 from federal, State and local taxes, go to support such educational opportunities at community colleges and secondary adult schools.

Almost no public funds have been made available to meet the growing demand for continuing education services and programs provided by four-year and graduate colleges and universities. The demand for educational opportunities through off-campus degree programs, university extension, and through new institutional forms represented by the State University's Consortium and the proposed Golden State College (AB 4322; 1975-76 Regular Session) is expected to increase during the next five years. State support for these programs is an important policy issue which must be addressed in 1977.

Background

The student clientele addressed in this priority, and thus the clientele generally implied by discussions of lifelong learning, continuing education, or adult education, is composed primarily of older adults who have either dropped out of school or attained their first educational goal at the 12th grade level or above, or have left the pursuit of formal education for a period of time and then have acknowledged the need and desire to gain additional formal education, usually on a part-time, intermittent basis. The individual needs that bring older adults back to formal study, the patterns of attendance they follow, and the types of educational programs and services they seek are exceedingly diverse. This diversity complicates the analysis and discussion of this phenomenon, but it should not be allowed to obscure the high priority needs (both personal and social) which these older adults experience.

A comprehensive definition of lifelong learning was set forth in recent federal legislation entitled, "National Strategy for Lifelong Learning":

> Lifelong learning means programs intended to affect the knowledge, skills, and attitudes of persons who have left the traditionally sequenced educational system. Such programs may be carried out through formal or informal educational processes and include any project, activity, or service designed to serve the educational needs of adults throughout their lives. Lifelong learning includes, but is not limited to, adult basic education, continuing education, independent study, labor education, occupational education and job training programs, parent education, postsecondary education, preretirement and education for older and retired people, remedial education, special educational programs for groups or for individuals with special needs, and also includes educational activities designed--

(1) to upgrade occupational and professional skills;

(2) to assist business, public agencies, and other organizations in the adoption and the use of innovations and research results;

(3) to assist in solving public problems; and

(4) to serve family living needs and personal development.[2]

Federal policy, as stated in the "Education Amendments of 1976," encourages comprehensive planning at the national, state and local levels for lifelong learning opportunities which meet the recognized educational needs of older adults. These high priority needs include:

- the need to improve basic skills simply to survive in an increasingly complex, impersonal society;
- the need to develop new vocational skills to become or remain employable;
- the need for specialized instruction to fit oneself for a new role in life, e.g., as a trustee, a manager or a recent retiree; or
- the need to fulfill one's sense of humanity such as a liberal education might facilitate.

Increasingly, the past practice of slicing life into segments of formal education followed by periods of work and, later, retirement, is breaking down. With this has come society's acknowledgement, as now reflected in federal legislation, that education can take place outside the walls of an educational institution and throughout one's life. California's policies and budgeting of public funds have simply not kept pace with these developments, although some notable efforts at responding to the changing social environment do exist, particularly in the Community Colleges, the State University, and numerous independent institutions.

The Commission is concerned that the State make a concerted effort to plan statewide for lifelong learning opportunities and study carefully three interrelated policy areas associated with the personal needs and social changes noted above. These areas are:

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2. From the Education Amendments of 1976, Title I, Part B.

1. Statewide planning for non-credit education with special attention to the need for State recognition of and support for non-credit education offered by public four-year colleges and universities,[3]

2. State recognition and support for three new services for adults:

   (a) individualized learning contracts integrating formal educational experiences with independent study and experiential learning,

   (b) assessment and awarding of credit for prior school or work experience,

   (c) maintenance of a statewide credit bank providing a record of credits awarded for learning gained by students from various sources, and

3. State support for off-campus facilities and external degree programs offered by public four-year and graduate institutions in the State.

Each of these categories serves the special needs of the student clientele discussed above in a different way. Each is a particular kind of programmatic response to these special needs, but all three categories have in common (1) the goal of facilitating lifelong learning for the older adult student, and (2) the absence of any positive State policy or financial support. The background and current status of each category is discussed below.

Non-credit Education: Non-credit education offered by colleges and universities and adult education programs offered by secondary and unified school districts meet many of the formal educational needs of adults who are not working toward a degree program. While an increasing number of formal certificate programs, with varying amounts of requirements, may be found among adult and non-credit continuing education curricula, non-credit continuing education is generally considered to serve the ad hoc (short-term, course-by-course) educational needs of individuals, in contrast to the longer, organized degree programs.

Perhaps because of the episodic participation patterns of the typical non-credit continuing education student, and because it is assumed

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3. The term "non-credit education" is used here to mean all post-secondary level learning for which degree credit is not earned.

that he/she has no educational goal which matches serious commitment represented by the pursuit of a degree, non-credit education has not traditionally gained the level of public financial support awarded degree-oriented programs. As mentioned earlier, however, State policy is not consistent on this point: adult and non-credit education is almost fully supported with public funds at the secondary school and Community College levels, but virtually no State or local funds are provided for the public four-year colleges' and universities' extension divisions which offer non-credit education.

If it were clear that this dichotomy in public funding reflected public priorities, the continuation of such a policy might be supportable, but such is not the case. With the possible exception of the high priority which must be given adult basic education offered primarily by secondary schools (some Community College districts also provide this level of education), no segment's adult or non-credit education programs can seriously claim a higher priority than another. Indeed, the message brought to numerous hearings on the subject of priorities in adult education during the Legislature's lengthy consideration of AB 1821 and SB 1641 was that all efforts to establish priorities at the State level should be resisted. It was argued that conditions at the regional or local level may vary from one end of the State to the other and from one period of time to another, rendering statewide program classifications and priorities inappropriate.

If, as seems to be the case, the dynamic conditions of the need for and the nature of adult and non-credit continuing education are not wholly amenable to strict statewide priorities, what do we conclude from this? And if, as the Commission believes, the State's policy of funding secondary adult education and non-credit continuing education in the Community Colleges to the exclusion of other worthy alternatives is a policy deserving serious review, what action should we take?

Considerable time and energy was spent during 1975-76 by educators, the Commission, and legislators to redress certain undesirable features of financing adult and continuing education (both credit and non-credit) in the secondary schools and Community Colleges. As a consequence, AB 1821 and SB 1641 were enacted into law, thus temporarily foreclosing the opportunity for further reform in the financing of these programs. The Commission believes, however, that major financial reform is still necessary in view of the projected demand for non-credit continuing education and the expanding alternatives from which citizens of the State should be allowed to choose. Various alternatives for providing funding in this area should be explored, such as direct grants or entitlements to students for pursuit of non-credit educational opportunities. Thus, continued attention must be given to this problem.

Three New Educational Services for Adult Students: Although the range of adults' needs for postsecondary education services is broad and varied, several useful categories can be identified. The preceding discussion dealt with one category--that of formal postsecondary learning experiences for which degree credit is not earned. A second category of need, which recent research has found, lies in the area of non-instructional services. Among these services are three which the authors of the Postsecondary Alternatives study (Petersen et al., 1975) advised "warrant decisive state action":

1. Individual assessment, counseling, and career planning;

2. Individualized, degree-oriented learning opportunities; and

3. Certification of academic and occupational competence with or without formal instruction.

While these services are available to some limited extend to individuals who are full-time students in a few California institutions, they are not generally available to part-time students, particularly those who do not have access to the few campuses offering these services. Some exceptions to this statement can be found in California and are cited below; many more can be found in other states throughout the nation and in other countries. In the provision of these services, unfortunately, California lags woefully behind many other systems of postsecondary education. New York, New Jersey, and Minnesota, for example, have already established state-supported institutions which emphasize individualized learning programs and recognition of experiential learning.

During the 1975-76 Regular Session of the Legislature, Assemblyman John Vasconcellos introduced Assembly Bill 4322 which sought to establish an institution to: (1) offer individualized learning programs through learning contracts, (2) award credit for learning which occurs through prior schooling or work experience, and (3) maintain a "credit bank" which would record credit received by students from various postsecondary institutions and from assessments of other prior learning experiences. Assembly Bill 4322 failed to pass during the 1975-76 session and was held over for interim hearings during the fall of 1976.

During preparation of its 1977-1982 Five-Year Plan, the Commission held a symposium on the educational services proposed in AB 4322. Key questions were raised regarding: (1) the need for these services; (2) the ability of the existing segments to provide these services or alternative means for providing them, such as contracting with

independent institutions or establishing a new segment or institution of postsecondary education; and (3) problems to be encountered in establishing such services; for example, the conservative attitudes toward these services held by many faculty, the difficulties in obtaining certification of credits and degrees earned through the proposed assessment process, and financing.

While there have been some preliminary efforts to establish the services proposed in AB 4322, which are mentioned below, few, if any, State funds have been used to support these efforts. Commission staff research and segmental reports disclose the following status.

Individual Learning Contracts: The learning contract is described by A. Nancy Avakian as

> . . . a solid commitment to a plan of study developed by a student and a faculty member after joint deliberation. The contract specifies the learning activities to be undertaken, the duration of the study, the criteria by which the work is to be evaluated, and the amount of credit to be assigned. The contract addresses itself to various dimensions of learning: the long-range plans of the student, specific purposes or topics, the learning activities to be undertaken, and the means and criteria of evaluation.[4]

Variations of this procedure are utilized by a number of independent institutions in California--Johnston College; Fielding Institute; University Without Walls (in Berkeley), to name a few--however, the procedure is not much used in the State's public institutions. Some flexibility in the design of individual, interdisciplinary degree programs is found in the University and State University systems, but this practice does not allow the student to earn credit for experiential learning, as do most learning contracts. And, in the case of the University of California, these programs are not available to part-time, off-campus students, the clientele with which the Commission is concerned in this issue.

The value of the learning contract lies in the individualization of the educational experience and in the flexibility the student and professor have in utilizing learning resources not commonly available to campus-based educational programs. By employing community resources and other learning opportunities beyond the sponsorship of the public treasury, public institutions could increase significantly the efficiency of their educational services.

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4. A. Nancy Avakian, "Writing a Learning Contract," Lifelong Learners--A New Clientele for Higher Education; D. W. Vermilye, editor, Jossey-Bass Publishers, 1974, p. 50.

Awarding Credit for Prior Learning: Traditionally, academic credit is awarded primarily for satisfactory completion of a classroom-based course, and at most institutions at least the final year of course work must have been completed on the campus awarding the degree. The Postsecondary Alternatives study found that, although the use of performance examinations and standardized tests are increasing, a significant majority of faculty and administrators in all segments of California postsecondary education are reluctant to support the awarding of degree credit on the basis of "acceptable examinations."

Nevertheless, work is currently in progress, primarily in the independent sector and the California State University and Colleges, to expand the means available to assess prior learning and award credit based upon demonstrated knowledge and skill proficiency. Of the three service areas referred to in AB 4322, this area shows promise of developing most rapidly and gaining at least limited acceptance in the State University system.

Several parallel efforts of this type are being made within the State University system and its Consortium to: (1) adopt and use the various tests developed by the New York Board of Regents; (2) cooperate with the other members of CAEL (Cooperative Assessment of Experiential Learning), a nationwide association of institutions interested in developing methods for assessing learning that takes place outside of formal instruction; and (3) work with the American Council on Education to review and recommend for credit a limited number of courses offered by major non-collegiate organizations in California such as the Bank of America, Standard Oil of California, and Farmers Insurance Group.

The Credit Bank: The "credit bank" is a repository of credits gained from various sources, including an assessment of experiential learning, and "banked" toward some learning goal, e.g., a certificate or degree. The concept was developed because of the mobility of students and the variety of the sources of their learning. The credit bank is intimately tied to the two services previously discussed and would appear to have the greatest opportunity for success in an institutional setting conducive to the development of all three services together.

At present, acceptance of credits earned from nontraditional sources is not a widely accepted educational policy in California's public segments--hence, the proposal by Assemblyman Vasconcellos to establish Golden State College. In studying the alternative means for establishing these three noninstructional services in California, the Commission will look closely at the pros and cons for establishing a separate segment.

State Support for External Degree Programs and Off-Campus Facilities:

One of the educational concepts which has captured the imagination of educators, legislators, and the general public is the belief that degree-oriented education need not be confined to campus settings or to the traditional student years of one's life. Whether through day or evening off-campus programs, in traditional classroom formats, or through individualized learning using new media (and perhaps supported by the noninstructional services discussed above), off-campus, part-time degree programs for older adults are emerging as an alternative to or an extension of traditional campus-based programs.

However, there are problems impeding the full development of this form of education in California. While the State has a massive adult education program, operated by all of the postsecondary education segments and by the secondary education segment as well, the development of off-campus degree programs has been hindered by the discriminatory and differential costs of off-campus vis-a-vis on-campus education, and the absence of flexibility in procedures for funding off-campus learning.

The first of these problems is readily apparent from an inspection of college catalogs. The California State University and Colleges limit to 24 the number of hours of extension and correspondence credit which may be applied toward a baccalaureate degree, which is less than one year of credit. The University of California is even more restrictive; to be counted toward a degree, any extension credit must be approved by the Dean of the college in which the student is enrolled before the student takes the course for which the credit is earned.

The one exception to this traditional reluctance to allow full utilization of extension courses for degree credit is found in the External Degree programs of the State University. In these programs, credit for such courses is allowed if the course is part of a degree program organized by the institution or the Consortium.

The second problem which arises from the lack of State funding for extension programs, is that of cost differences between extension and on-campus programs which invariably penalize the part-time, off-campus learner. In the California State University and Colleges a student carrying a 15-unit load pays about $9.30 per credit. For a 10-hour load, the cost per credit is $14.40; and for a 6-hour load, $19 per credit. However, a student registering in extension courses pays a flat $33.00 for each credit earned, and has little chance of obtaining financial aid. Currently, students in the External Degree program pay these fixed extension fees for their courses, rather than the variable on-campus fees, because there is no State funding for this program. Significantly, in extension programs the student pays

the full cost of the instruction, whereas in on-campus programs the student pays only a small portion of the full instructional cost.[5]

The University of California has an even more rigid schedule of fees which penalizes the part-time and off-campus student. The student on campus pays about $200 per quarter in fees. For a 15-hour course load the cost would be about $14 per credit; for lighter loads the cost per credit hour could be quite high. (A $50 reduction in this fee is available by petition for students carrying less than 9 hours.) University Extension fees per credit hour vary, but $25 to $30 is typical. An effort was made to lower the fees of part-time students in the Extended University program, but with the elimination of State funding this program is being phased out.

To sum up, in both of the senior segments of public higher education, the extension student is charged considerably more for credit which in most cases cannot be used toward a degree at the institution offering the course. Ironically, in many cases the cost of producing such credit via extension is much less than the cost via resident instruction because of the number of part-time teachers used and lower overhead.

The remaining problem is the lack of flexibility in funding off-campus learning. Due to the fact that some key decision makers at the segmental and State levels have failed to be convinced of the rationale for State support of off-campus, part-time education, this mode of education has never developed its own funding mechanisms. Instead it has used the procedures which have evolved through the years for more traditional education. State funding of the four-year segments of public higher education is to some extent based upon full-time equivalent enrollments, which are translated to full-time equivalent faculty at agreed-upon student/faculty ratios. Obviously, this funding mechanism is not designed to handle home learning via television, credit for life experience, competency-based learning, computer-assisted instruction, and a wide variety of new, nontraditional modes of learning.

Similarly, in the California Community Colleges the funding mechanisms are not flexible enough to accommodate some of these new modes of learning. The student in average daily attendance is the basic

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5. A puzzling situation exists in Stockton where Stanislaus State College (from Turlock, 70 miles away) is offering upper division "resident" credit classes at regular State support on the Delta Community College campus, while Sacramento State University (from Sacramento, 60 miles away) is offering "external degree" classes on a full fee-support basis in the same Stockton area.

unit of funding, but even with this approach there is an implied assumption that for each fifteen to twenty such students a faculty member will be needed. Some attempt has been made in recent legislation to provide the authority for flexible calendars in Community Colleges, including short courses and television instruction, but at present there is no financial incentive for districts to move into these areas or into such procedures as granting credit for life experience and learning contracts. The Board of Governors has given special attention to these matters in its 1977-1982 Five-Year Plan for the Community Colleges. The Commission strongly supports the Board's continued efforts in this regard.

Another aspect of the problem of funding off-campus learning is that involving construction of facilities. The capital outlay procedures which have evolved (and are also codified in the Community College Construction Act) deal with campuses as the faculty unit, rather than with off-campus centers, and are geared to single institutions rather than interinstitutional needs. Thus, the State needs to develop procedures and guidelines (as further detailed in Part IV of this Plan) whereby the facilities needs for off-campus instruction can be met partially with State funds, including instruction which is conducted at locations shared by two or more institutions. Similarly, the facilities needs of interinstitutional instructional television are not systematically provided for by present State funding procedures.

Although there are problems which tend to limit the development of off-campus, part-time education in California, there are constructive efforts under way which address some of these problems.

The External Degree programs offered through various campuses of the State University system and through its interinstitutional Consortium enrolled 3,733 students in 41 separate degree programs in fall, 1975. These programs, together with the off-campus educational services of the Community Colleges, represent significant efforts within the public segments to provide this type of program. However, the entire effort in the State University system is supported from student fees and receives only minimal State aid, for fee waivers for needy students. The State University's Task Force on Off-Campus Instruction, in a report dated September 1975, estimated that cost to the State of supporting the External Degree program in 1975-76 would have been approximately $4.5 million.

The Ventura Center has been established as a joint University/State University center for off-campus learning, with the University serving as the lessee for the facility and business manager of the operation. A few degree programs can be completed at this Center without going on campus, although discriminatory fees remain a problem.

The Board of Governors for California Community Colleges is currently considering ways to correct inadequacies in the Coordinated Instruction System procedure, an alternative instructional delivery method now being used by a number of Community Colleges. Although this system does allow colleges to collect State apportionment for instruction by methods other than the traditional in-class lecture and laboratory forms, it does not provide adequate funding to cover the cost of program development and program operation.

In addition to addressing the basic Coordinated Instruction System problem the Board plans to seek legislation which would establish a special fund to enable the Community Colleges to experiment with new methods of validating the prior and experiential learning of students. The fund would also be used for improving existing instructional methods.

The Commission currently has insufficient information on the off-campus degree programs in the independent sector to be able to comment on them in any detail. In a 1976 study of off-campus locations throughout the State, 192 independent institutions reported a total of 972 external degree programs offered within California. Like the programs offered by the State University, however, these programs are available only to those who can afford them.

Recommended Activities

Lifelong learning is a human activity to be developed and supported by our State because of the benefits to both the individual and society at large. The Commission, as the planning and coordinating agency for all postsecondary education in California, will continue to regard lifelong learning opportunities as a high priority for the State to provide its citizens. In carrying out its responsibilities in this area, the Commission should:

1. By December 1977 complete a study of alternative methods of financing lifelong learning opportunities in California including, but not limited to, the alternatives of:

    (a) direct student entitlements for continuing education;

    (b) extension of full or partial State support to University and State University Extension;

    (c) full fee-supported non-credit classes in combination with limited student fee waivers; and

(d) modification of off-campus credit fee charges to make them comparable to fees charged in on-campus programs.

2. Work to ensure that opportunities exist throughout the State for adults to receive counseling regarding educational and career opportunities, and to have prior learning assessed and translated into academic credit at reasonable cost. To determine the adequacy of such opportunities for adults to receive counseling and validation of prior learning, the Commission should evaluate current efforts being made in these areas by the public and independent institutions of higher education. The Commission should also assess the potential effectiveness of alternative delivery systems or administrative mechanisms in responding to the same need.

3. Work with the Legislature and Governor during Fiscal Years 1977 and 1978 to provide State funding for external and extended degree programs of the California State University and Colleges and the University of California.

4. Work with the Student Aid Commission to provide financial aid for part-time external degree students who are in need and do not have access to such aid.

Priority II: Tuition, Fees, and Access in Public Postsecondary Education

State Goals

- *Work to eliminate financial barriers which prevent students from selecting and pursuing the educational or occupational program for which they are qualified.*

- *Work toward the equitable participation of ethnic minorities, women, and the educationally disadvantaged in the admission and retention of postsecondary education students.*[1]

Statement of Problem

The issue of increased tuition and/or fees at public postsecondary education institutions is directly related to the problem of overcoming barriers to access.[2] Due to the increased costs to students of an education, the State should assess its current policy to determine the impact of changes in levels of tuition/fees on its commitment to basic access in all public institutions.

Background

Tuition and fees are a form of payment for services received from an educational institution, based upon the principle that students ought to bear directly some of the costs of their education. The major considerations which have guided a no-tuition/fees policy for public postsecondary education in California may be summarized as:

- the placement of a high value on the public or social benefits resulting from postsecondary education; and

- the desire to provide access to postsecondary education for students from families at all income levels.

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1. While the goal of equitable participation applies to other issues in California public postsecondary education, consideration of equal access cannot be separated from the tuition/fees issue because tuition and fees policies influence student choice. The term "economically disadvantaged" has been added in revision of this State goal pursuant to ACR 151.

2. For purposes of clarity, access with respect to costs of attendance can be defined as the financial ability of an academically able student to attend the institution of his or her choice.

In addition to these considerations, California's policy is consistent with the tenet that "a general diffusion of knowledge and intelligence" is essential "to the preservation of the rights and liberty of the people."[3]

To the student, the distinction between tuition and fees seems somewhat arbitrary because both require "out-of-pocket" expenditures. The Master Plan differentiates between the two as follows:

> [Tuition is] defined as student charges for teaching expenses, whereas 'fees' are for charges to the students for services not directly related to instruction, such as health, counseling other than that directly related to the students' educational program, placement services, housing, recreation, and the like.[4]

There are three basic alternatives in any consideration of student tuition/fees policies: (1) to increase charges; (2) to hold charges at existing levels; and (3) to reduce charges. The first alternative is consistent with national trends. The establishment of tuition at California public institutions would, of course, represent a major shift in policy. In California, the second alternative would maintain student charges at levels substantially below national averages. The third alternative, like the first, would also represent a major shift in policy. Let us examine some of the arguments supporting and opposing each of these alternatives.

Advocates of increased tuition and/or higher fees argue that because the student receives the greatest share of benefits from public postsecondary education in the form of future income and social mobility; therefore, the student should bear a larger share of the direct costs of instruction, as well as those of indirect instructional support. In addition, these advocates argue that taxpayers are presently less inclined to pay for the costs of education because of limited financial resources and resentment over the prospect of increasing taxes.

Some advocates of higher tuition/fees in the public segments argue that reducing the "tuition gap" between private and public postsecondary institutions would increase competition between both segments, to the benefit of students and the general public. These proponents also maintain that access for students from low-income families can be achieved more effectively through redistributing financial aid rather than through low tuition. Adequate financial aid would be provided from high-tuition revenues or from State funds which, under a low or no-tuition policy, would be needed for increased educational costs. In this view, low tuition is regarded as an unnecessary subsidy to students from high-income families.

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3. Article IX, Constitution of the State of California.

4. In the Master Plan, teaching expense is defined to include the "cost of the salaries of the instructors involved in teaching for the proportion of their time which is concerned with instruction, plus the clerical salaries, supplies, equipment, and organized activities related to teaching."

Opponents of increased tuition/fees warn that not only low-income but middle-income students are discriminated against because sufficient financial aid is rarely available to offset the increases in direct costs to students occasioned by higher tuition and fees.[5]

Opponents also point out that students who do not receive sufficient financial aid are unable to attend institutions of their choice; limitation of access on the basis of income, rather than merit, is not consistent with the principles upon which California's public education system is based. They also maintain that, because financial aid policies are influenced by political and economic pressures, increases in student aid may not be commensurate with increases in tuition/fees and other student costs, e.g., housing, books, food, etc. In 1974, the California State Scholarship and Loan Commission (presently known as the California Student Aid Commission) published a report entitled, Institutional Student Financial Aid Resources in California, 1972-73 and 1973-74. The Commission computed the difference between the average undergraduate budget and the average financial aid award in each segment. For the University of California, the difference was $2,178; for the California State University and Colleges, $1,465; for the California Community Colleges, $898; and for the independent colleges, $2,884. Of course, both the levels of inflation and of financial aid have risen since the report was published. Nevertheless, these comparisons highlight arguments against increased tuition/fees levels.

Opponents of increased tuition/fees further cite the tendency to force students to rely upon loans, which add to the long-term financial burden of the low-income student. Finally, even if financial aid is provided for those in need, some critics object to the use of tuition and/or fees as a means of accomplishing redistribution of income, which they do not view as a valid function of public postsecondary education institutions.

The second policy alternative is to maintain the status quo. The present no-tuition/fees policy indicates the value that California places on public postsecondary education. It reflects a commitment to provide equal access for all ethnic and income groups. Statistics compiled by the American Association of State Colleges and Universities reveal that in 1973, partially as a consequence of a no-tuition/fees policy, 75 percent of all California high school graduates attended postsecondary education institutions.[6] By contrast, in many states with high tuition,

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5. In some financial aid programs, middle-income students seem to benefit the least. For instance, a recently published ETI report "Access and Assistance: The Study of EOP/EOPS in California's Public Institutions of Higher Education" reveals that those students receiving financial assistance from University of California EOP/EOPS programs with reported family incomes between $10,000 and $15,000 receive only 18 percent of the funds. By contrast, those students with reported family incomes below $10,000 receive 76 percent of the funds.

6. "Eight Basic Facts About Tuition and Educational Opportunity," AASCU, 1973.

significantly smaller proportions of high school graduates were able to attend. To be sure, California's high participation rate also stems from geographic availability of both public and private postsecondary institutions and relatively good financial aid programs within the State. Data based on high school seniors from 20 Los Angeles shcools, presented in a 1975 Legislative report,[7] indicate that despite traditionally high tuition policies in California's independent institutions, the participation rate for low-, middle-, and high-income students is roughly the same--from 7 to 10 percent--for each of these levels. These findings attest to the fact that access is increased through generous financial aid policies, regardless of tuition costs.

Despite the benefits of California's present no-tuition/fees policy, opponents of this alternative argue against its continuation in light of the increasing costs of maintaining the present quality of education. They posit that if the present policy continues, the quality of public postsecondary education will diminish in the absence of increased support from other sources.

As cited earlier, the adequacy of present financial aid levels to achieve equal access goals is also questioned. Differences in financial aid subsidies for students attending different public segments reinforce this criticism. The 1976-77 Governor's Budget reveals that, for the academic year 1975-76, State, federal, institutional, and other student financial aid for the nine University of California campuses totaled $81.7 million, or approximately $636 per student. By contrast, student aid in the 19 California State University and Colleges, totaled $63.2 million, or $203 per student. For all 104 California Community Colleges, student aid totaled $111.5 million, or $101 per student.[8] In addition, findings of the California Student Aid Commission reveal that total student expense budgets--including educational expenses as well as living expenses--are roughly similar for students attending California's three public postsecondary education institutions. When considered with the above figures, these findings reinforce critics' doubts as to the adequacy of present financial aid levels.[9]

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7. "Unequal Access to College Postsecondary Opportunities and Choice of High School Graduates," Assembly Permanent Subcommittee on Postsecondary Education, California State Legislature, Sacramento, November 1975.

8. Differences in per student financial aid subsidies between segments are also shown in the Institutional Student Financial Aid Resources surveys prepared annually by the Student Aid Commission.

9. See: California Student Resource Survey: Number 2, California Student Aid Commission, August, 1976. (Table V-13).

Any discussion of the alternative of high or moderate tuition/fees alternatives includes proposals for charging differential tuition and/or fees. The following two proposals for differential tuition and fees do not comprise distinct alternatives; they represent variations to be considered within the larger context of overall policy. Such proposals attempt to identify costs borne by an individual student or a group of students rather than by all students.

Included among differential tuition/fees alternatives, in one form or another, is the manpower-based option. This plan would lower tuition/fees in disciplines for which there is a high market demand for graduates, and raise tuition/fees for those disciplines with a low market demand.

Many are convinced this manpower-based policy would produce disastrous administrative and economic consequences, because manpower needs can fluctuate drastically over relatively short periods of time and are difficult to forecast accurately. There are also philosophical objections to this approach. Postsecondary education in the United States has conformed to the social demand theory; i.e., society will best satisfy its manpower needs by supplying the type of education students desire. Critics of the manpower planning approach argue that providing monetary incentives and deterrents according to the market demand (although this is being done at the federal level) requires an unrealistic, arbitrary assessment of the worth of education by discipline. However, it is generally recognized that some program and access controls must be imposed in high cost programs such as medicine.

Other applications of the differential tuition are based on the cost of instruction and the projected rate of return to the student. Students in higher-cost programs and those with an expected higher projected rate of return on their educational investment would be charged higher tuition than those in programs with lower costs and a lower rate of return. Such proposals are attractive to advocates of high and medium range tuition. If, for example, students in the professions are likely to earn twice as much in their lifetimes and cost twice as much to educate as students in the social sciences, why shouldn't their tuition be higher?

Both the cost of instruction/rate-of-return proposal and the manpower proposal are even more attractive if accompanied by the condition that any increase in tuition or fees must be accompanied by a corresponding increase in financial aid for low-income students. Without further comment on these options it can be noted that there is a valid relationship between the equity objectives of differential tuition/fees proposals and the State's equal access goals. However, differential tuition is of limited importance in California as long as our public postsecondary educational system remains tuition-free.

The third policy alternative is to reduce or eliminate student charges. Proponents of this policy base their support on the assumption that the most effective method for achieving equal access is to reduce the financial burdens which influence student choice of institution and

student academic performance. Although advocates of low- or no-tuition and fees acknowledge the beneficial effects of student financial aid policies, they emphasize that the total financial burden borne by the students acts as a disincentive to educational participation which is not satisfactorily overcome by redistributive financial aid policies.

Arguments against a reduction in fees are based, to a great extent, upon the belief that public postsecondary education institutions cannot continue to perform their missions satisfactorily without substantial student-generated revenues. In addition, many of the arguments discussed previously in support of either increased tuition or maintenance of the status quo apply in opposition to a reduced fees policy.

While economic realities virtually rule out a no-tuition/reduction of fees policy at all levels in the three public segments, a modified version based on differential application principles has received considerable attention. For example, in 1975, the Carnegie Council on Policy Studies in Higher Education considered the extension of a no-tuition/fees policy through the fourteenth year to public and private postsecondary institutions.[10] California has implemented this policy in part by providing a tuition-free education for full-time students in the Community Colleges. If such a policy were to be implemented fully in California's other public segments, it would require: no-tuition/or fees would be changed by public institutions up to the fourteenth year.

The benefits of a modified no-tuition/fees policy through the fourteenth year may be seen to relate directly to the State's goal of equal access. Support for this option rests on the belief that the best way to attract students, especially low-income students, is to eliminate initial financial barriers to attendance. Although the student would eventually begin to pay for his or her public education, this burden would be postponed for two years. During these two years the student would have the chance to demonstrate academic potential. It also would afford each student the opportunity to judge whether continuing his or her education beyond high school is personally desirable. This judgment would occur prior to making substantial financial commitments for additional formal education. Implementation of a modified no-tuition/fees policy represents society's recognition of the wisdom of educating all academically capable students who desire the education to meet the challenges of a heterogenous society.[11] Although the California Community Colleges were established

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10. Low Tuition or No Tuition, The Feasibility of a National Policy for the First Two Years of College, The Carnegie Council on Policy Studies in Higher Education, 1975.

11. As G. Ben Lawrence notes in his article "Policy Proposals for Financing" Societal expectations of the general educational and skill levels of adults have increased to the point where general access to two years of postsecondary education has become more of a societal obligation than an avenue to individual opportunity.

under this premise, advocates of this position would extend its applicability to the four-year public segments.

However, a modified no-tuition/fees policy, such as that studied by the Carnegie Commission, raises a number of questions, the most crucial being whether the State would compensate institutions for their loss of revenues generated by lower division students. Another concern is the effect such a policy would have on the attrition rate after completion of the fourteenth year. In addition, it is argued that such a policy would widen the tuition gap between public and private postsecondary institutions, thereby reducing the competitive position of private institutions.

Status and Segmental Activity

For the 1976-77 academic year, fees for full-time undergraduate students in California institutions are:

University of California

Registration Fee: (Student Services)	$300
Education Fee: (Financial Aid & Related Programs)	$300
TOTAL	$600
Student Body Fee:	Range - $0 to $48.75
Other Fees:*	Range - $10.50 to $94.50

*Includes student union fees, student activity fee (e.g., intramural activities), special health sciences fees, and transportation fees. On some campuses, students are charged other fees for auxiliary enterprise services.

For academic year 1977-78, the Regents have authorized an increase in the Registration Fee to $348 per year, an amount which may be further raised differentially by individual campuses to a maximum of $393 per year through 1979-80. The Regents adopted the position that fee levels should be based on service demand and expenditures at individual institutions.[12]

12. The Board of Regents has the power to raise or lower education and registration fees under Article 9, Section 9 of the Constitution of the State of California.

California State University and Colleges

Registration Fee: (Student Services)*	$144
Mandatory Campus Fee:	$0 - 20
TOTAL	$144 - $164
Other Fees:**	Range from $1 to $50

*The areas of Student Service Fee support include the following program cost centers:

(1) Instruction - Supplies & Services
(2) Student Services
  (a) Social and Cultural Development
  (b) Counseling
  (c) Testing
  (d) Placement
  (e) Financial Aid Adminsitration
  (f) Health Services
  (g) Housing Services
(3) Institutional Support
  (a) Dean of Students' Office
  (b) Financial Operations - that portion of the cost center that is provided for the administration of Financial Aid programs.

**Includes student union fees, health facility fees, parking fees, laboratory fees, and student I.D. fees.

The current fee levels imposed by the Board of Trustees were approved last July.[13]

California Community Colleges

Education Fee	
Regular Full-Time and Part-Time Students:	$0
TOTAL	$0

13. Section 23753 of the California Education Code states that the California State University and Colleges cannot charge a campus fee greater than $25. However, Section 23751 declares that the Board of Trustees can charge student fee services as they see fit.

California Community Colleges (continued)

Other fees*	$0 - 25

*Includes parking fees, health fees, community service fees, etc.

As of July 2, 1976 (the effective date of SB 1641), fees could only be charged (a) for defined adults, or (b) for classes which are not eligible for State apportionments. However, as of September 15, 1976 (the effective date of AB 2790), fees can no longer be charged to defined adults. Thus, current law authorizes fees only in the instances where classes are not eligible for State apportionments (Education Code, Section 5757.1).

At present, the official position of the Board of Governors of the California Community Colleges is to uphold its existing no-tuition policy for those courses where grades and credit are given. The Chancellor's Office is conducting a study of Community College student charges, with completion set for early 1977.[14]

Independent California Colleges and Universities[15]

Tuition and Fees (Average):	$3,065
(Range):	$1,200 - $4,200

The Association of Independent California Colleges and Universities (AICCU) reports that tuition and fees are expected to increase in the future, closely paralleling the rate of inflation. The AICCU notes that net student cost depends on the availability of student financial aid from federal, State, and institutional sources. In recent years, increases in federal and State funds for student aid have helped meet the needs of low-income students.

Student Financial Aid Programs[16]	1974-75	1975-76
State	$ 58,148,000	$ 70,605,000
Federal	$191,317,000	$230,994,000
Institutional	$107,148,000	$107,097,000
Other	$ 5,779,000	$ 5,969,000
TOTAL	$362,392,000	$414,665,000

14. Tuition policies at the community college level are specified in the California Education Code, Section 1010.10 and Section 5757.

15. Source: Association of Independent California Colleges and Universities.

16. Source: 1976-77 Governor's Budget, p. 1016.

the above figures indicate the four major sources for funding student financial aid in California.[17] There is no evidence to suggest a significant change in the current trend to increase student financial aid levels. Projections for State programs indicate increases through 1981-82 (see Appendix B), although the level of maximum award funding is uncertain. A similar trend is expected in federal student aid programs, excluding veterans' programs which are likely to diminish over the next few years.

Recommended Activities

Because the articulation of tuition and fee policies is complex and highly sensitive, it would be premature to make specific policy recommendations at this time. However, because of the importance of this issue, it is recommended that more detailed information on tuition/fees policies be collected and analyzed.

In light of this situation, it is recommended that:

1. The Commission conduct a study of present tuition/fees policies in California's three public segments. A number of questions must be explored in detail: Who pays for what services in California public postsecondary education? How are student-generated revenues utilized? What is the impact of existing fees and financial aid policies on access? Can financial aid be expected to keep pace with tuition increases? What are the reasons underlying pressures to inaugurate tuition at the Community Colleges?

2. The Commission analyze the impact of public segment tuition/fees policies upon student attendance at private postsecondary institutions.

3. All findings and conclusions of the Commission's study be submitted to the Governor and Legislature by July 1978.

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17. The California Student Aid Commission is responsible for administering State programs in addition to a number of federal programs. Those federal programs not administered by the Commission include: Basic Educational Opportunity Grants, National Direct Student Loans, Supplemental Educational Opportunity Grants, College Work Study, and Guaranteed Student Loan Program.

Priority IV: Declining Skills Development

State Goal

- *Assure that the elementary/secondary school systems and the postsecondary education segments in California cooperate to the maximum in developing and implementing programs which meet the needs of students entering postsecondary education.*

Statement of Problem

National attention has been given to the apparent decline in the basic knowledge and intellectual skills of recent high school graduates. One evidence of this decline is the sharp drop in statewide test scores of California high school students between 1971-72 and 1974-75, a drop of 29 points on the verbal-ability test and 20 points on the mathematical-ability test. Further evidence is found in the low level of reading and writing skills of entering freshmen in the public colleges and universities in the State, a situation which has led to an increase in remedial English programs in these institutions. Representatives of business and industry report that increasingly they are required to offer remedial instruction in reading, writing, and computation to young employees if they are to become effective workers.

Although there is growing acknowledgment among educators and the general public of the seriousness of this problem, there is little consensus on its causes. In fact, there is sharp disagreement about who is primarily responsible for this condition. College teachers point to weaknesses in students' secondary preparation. High school teachers blame the junior high and elementary school programs; elementary teachers argue that societal problems and a lack of parental support produce an environment that is not conducive to the development of disciplined learning. And finally, society at large can and does question the soundness of current educational theories and the training that teachers receive from our colleges and universities.

Background

According to the College Entrance Examination Board and the American College Testing Program, the test scores of high school students have been dropping since the mid 1960's. The National Assessment of Educational Progress (NAEP) reports that the writing ability of both 13 and 17 year olds has declined consistently since 1969, when NAEP's testing program was begun. What appears to be a trend in nationally administered tests is also generally true of California's students as a group both on the national tests and the State's own examinations.

Downward trends in reading test scores and in written expression at the 12th grade level have been particularly marked since 1969.

After a comprehensive review of results of many national testing programs in 1975, Harnischfeger and Wiley confirmed that the decline in achievement test scores is pervasive and pronounced, especially in verbal achievement in the upper grades and in recent years.[1] Furthermore, while they do not present conclusive explanations for this decline, the authors suggest factors which can be subjected to empirical research and addressed by decisive action: curriculum, study habits, characteristics of students, home environment, and school attendance history.

In his 1975-76 budget message, Governor Brown thrust the issue of the declining skills of entering college freshmen into the public policy arena by questioning the advisability of the State's continuing to provide increasing amounts of remedial instruction for college students. The Governor raised this point specifically in arguing against additional funding for the University of California to offer more sections of Subject A, a remedial course in English. He reasoned that preparation in basic skills should take place in those educational segments primarily responsible for teaching such skills--the elementary and secondary segments. Raised in the context of budget discussions, the issue became a financial one: it is demonstrably more economical to teach basic skills in the lower grades than to attempt to remedy skill deficiencies at the college level, using highly paid college instructors.

While the economic argument is persuasive, the professional obligation to teach these skills successfully to elementary and secondary students before they reach college is more compelling. For most students, any remedial work in college normally lasts for only one term. In very few cases, can the deficit of skills built up over a period of 8 to 12 years be successfully overcome in that short time. Students with these weaknesses thus enter college with the odds for success stacked against them.

The problem is not merely that of a single educational segment. It is a societal problem which requires not only the efforts of the public at large but also intersegmental cooperation among and between the State Department of Education, the segments of postsecondary education, and the Commission.

Status

In one state the response to the problem of declining skills has been to introduce a cram course in test-taking techniques. In California, the

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1. Annegret Harnischfeger and David E. Wiley. Achievement Test Score Decline: Do We Need To Worry? CREMEL, Inc., Chicago, December 1975.

response of educators has been more substantial. The most comprehensive approach to the problem has been developed by the State Department of Education in its RISE legislation, introduced by Senator Dunlap et al. (SB 1737 - 1975-76 Regular Session). Despite broad support for this proposal to reform intermediate and secondary education, the legislation was roundly criticized by the Legislative Analyst and ultimately vetoed by the Governor following its passage by the Legislature. The issue of educational reform is far from dead, however, and the Commission should follow carefully renewed efforts to adopt RISE legislation and other reform measures.

Several segments have instituted independent efforts to address the most obvious skill deficiency--the severe decline in the writing ability of recent high school graduates. The State Department of Education has an Ad Hoc Advisory Committee on Student Writing; Chancellor Dumke of the California State University and Colleges has established a Task Force on Writing Skills; and the Berkeley campus of the University of California is cooperating with local school districts in the Bay Area Writing Project, an in-service training program to help junior and senior high school instructors teach more effectively.

Periodic proficiency, or competency, examinations have been proposed as one means for keeping closer track of students' skill development. However, such examinations are of little value if there are no firm standards for levels of skill development for elementary and secondary students. In an effort to remedy the lack of standards, the Legislature adopted Assembly Bill 3408 (Hart) which, by 1980, will require school districts to establish minimum competency levels to be reached by students earning a high school diploma. After 1980, this requirement should have some effect in raising the skill level of entering college freshmen in institutions which require high school graduation for admission. High school graduation is not a requirement for admission to California's Community Colleges, however, and the effect of this legislation might be to concentrate remedial programs in the Community Colleges rather than addressing the problem at the elementary and secondary level.

Recommended Activities

The problem of declining basic skill competencies of entering college students is clearly one that is shared by both the elementary/secondary and the postsecondary segments of education. Currently, considerable attention is being given to this problem. As noted, individual segments of education have begun to address the problem, and,in several instances, intersegmental consultation is taking place on a regional basis. The current cooperative efforts between and among the elementary/secondary and postsecondary segments need to be expanded if we are to achieve a solution to this shared problem.

The Commission provides a unique perspective in addressing this problem, since all segments of California education, including the Department of Education and the State Board of Education, are represented at various levels in the Commission's organization. It is therefore recommended that:

> The Commission serve as a catalyst during 1977 and 1978 to convene representatives from all levels of public and private education to meet with interested legislators and staff to examine proposed and existing programs designed to remedy the problem of basic-skills deficiencies among high school and college students.

Priority V: Stabilized, Declining, and Shifting Enrollments

State Goals

- *Foster a well-articulated system of programs and services in postsecondary education which is responsive to individual educational needs, in order to provide the opportunity for students to progress at a rate appropriate to their abilities.*

- *Work to eliminate financial barriers which prevent students from selecting and pursuing the educational or occupational program for which they are qualified.*

- *Ensure that State funds are allocated and employed in a manner which will provide for the optimum utilization of all postsecondary education resources in the State.*

- *Work toward achieving an equitable participation of ethnic minorities and women in administrative, faculty, and staff positions in postsecondary education institutions.*

- *Ensure that in the process of collective bargaining, the operations and philosophy of postsecondary educational institutions be retained in the context of academic freedom and collegiality.*

Statement of the Problem

One of the major challenges to California's colleges and universities during this decade and the next is the maintenance of academic quality and vitality in a period of slowly growing, stabilized, and declining student enrollments. Because our public institutions receive a major portion of their funds on the basis of enrollments, the prospects for resource growth are limited in a period of no enrollment growth. The constraints of limited resources will, to an extent, limit the ability of academic institutions to provide new modes of instruction, research, student services, and other public services. Reduced fiscal flexibility will limit the extent to which institutions can meet statewide goals in a number of areas: improving access for low-income students; stimulating student and employee affirmative action; providing increased salary and benefit compensation to faculty and other employees in a manner which will reduce the likelihood of collective bargaining for the two senior segments. In addition, the tasks of program review and reallocation of existing resources become more critical in a period of no growth.

Background

Although the implications of a low- or no-growth state in postsecondary education have been thoroughly documented over the past five years, much of this discussion has failed to differentiate the consequences of the steady state on the separate segments of higher education in California.[1] The prediction of no growth should not be accepted as inevitable for all colleges and universities. Institutions which continue to provide educational services desired by growing groups of students may, in fact, experience enrollment increases during the next decade. (See long-range enrollment projections, Appendix B.) Public and private institutions which have provided high quality, innovative programs and services demanded by students have maintained their enrollments during the 1970's. Additional evidence that enrollments may not decline across the board is provided by the trend of continued growth in many Community Colleges, growth which has been stimulated to a great extent by the colleges' responsiveness to public demand for both degree- and nondegree-oriented vocational, technical, and recreational instruction.

However, the State has not provided continuing financial support to the University of California and the California State University and Colleges for programs similar to those which it supports in the Community Colleges; for example, nondegree-oriented and off-campus instructional programs. In part, this inconsistent policy can be attributed to the differentiation of functions established by the 1960 Master Plan. Changes in State funding policy for off-campus, nondegree and other programs not now supported by the State could affect segmental enrollment levels.

There is a second set of circumstances which influences the extent to which the segments of California postsecondary education will face growth limits. The undergraduate curricula offered by "traditional" four-year public universities and colleges is intended, by and large, to provide students with an opportunity to pursue a diversity of programs, to prepare students for graduate study, and to enable students to obtain employment after they graduate. Although these undergraduate programs may include some technical and vocational content, the focus of instruction is basically academic. In certain fields such as business administration, education, and engineering, traditional colleges and universities have revised their programs to include more vocational and technical content, motivated by student demand and the desire to maintain or increase the institutions' rates of resource generation. Nevertheless, it is unlikely that all institutions

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1. For example, for an extensive discussion of low growth effects, see Martin Trow, "The Implications of Low Growth Rates for Higher Education," Graduate School of Public Policy, University of California, Berkeley, working paper #28, June 1975.

will find it desirable to respond to student demand in the same manner or to the broad extent that the Community Colleges and some private institutions have.

Despite the fact that enrollment demand will hold for some institutions, both implicit and explicit decisions by the State and the segments to limit program offerings will reflect an acceptance of slow or no enrollment growth in traditional academic programs during the next decade. This condition will result from changing student interests and from a downward demographic shift in the number of college-age students.

Given the fact that State funding comprises a major portion of the operating resources of our public universities and colleges, and given the fact that the State will continue to provide funding to public institutions on the basis of enrollments, acceptance of stable enrollments is tantamount to acceptance of limited resources.

The assumption that future State funding will continue to be based on enrollments may be questioned since present funding is not provided directly on that basis, even though enrollment-driven formulas are used to calculate certain elements of segmental budgets. It can be expected that, in the future, the segments will continue to propose increases in funding which are not strictly related to changes in overall enrollment levels. Some of these proposals are likely to focus attention on the impact of shifts in student demand and the desirability of maintaining minimum or core levels of academic program breadth and quality.

The topic of institutional and academic planning has probably never been so thoroughly discussed in the academic community as it has during the past five years, not even in the halcyon era of rapid growth in the 1960's. Accepting the condition of slow or stabilized growth, colleges and universities are giving increasingly greater attention to internal program review and resource allocation. While many institutions have made major changes in their financing and program review strategies, it has been as recent as the last decade that institutions and the State have given serious consideration to setting priorities for efficient utilization of resources, evaluating effectiveness, choosing among competing and equally attractive program alternatives, analyzing program alternatives, analyzing production functions and unit costs, etc.

While there has always been competition for resources within institutions, it would appear that the freedom afforded to academic administrators and faculty in the allocation of resources has not been so limited since the 1930's. Increased competition for ever scarcer resources affects the academic life of postsecondary institutions, a fact which has become all too evident to many faculty and administrators over the past decade.

Even if we accept that California's public and private postsecondary institutions will use their resources more effectively, the extent to which limited resources will impede the achievement of the State's educational goals must still be ascertained. It may be argued that the end of an era of constant enrollment growth will in some ways be beneficial to postsecondary institutions in providing both the impetus and the time necessary for rigorous self-examination and reorientation. In addition, unless financial support for public institutions is tied directly to decreases in enrollment, our colleges and universities may have more total financial support per student in the future than in the past. This circumstance could provide the financial flexibility needed to achieve more completely the State's postsecondary goals.

Status

The following sections describe briefly some of the problems in achieving the State's goals that may result from stabilized or declining enrollments.

- Innovation in Instruction

Limited resources reduce the likelihood that institutions will be able to implement new programs and modes of instruction. Although there is considerable evidence to confirm the success of instructional innovation in public and private institutions during the past decade, there also are numerous examples of promising programs which either could not be funded or could not force their way into the budget base at all. If institutions are to generate new resources for instructional and other innovations, they will have to continue to examine all and eliminate some existing programs.

- Access for Low-Income Students

California has been a leader in providing financial aid and service programs to students from low- and middle-income families. It is possible that in an era of stable or declining enrollments, institutions will have fewer resources with which to provide opportunities for education to these students. However, if existing levels of support are at least maintained, then institutions may be able to provide greater opportunities. Due to the income-redistributive nature of many financial aid programs and the potential impact of Serrano-type funding equalization, it can be anticipated that the State's interest in providing postsecondary education to low- and middle-income students in the future will be even more pronounced.

Considerable success has been achieved in increasing minority enrollments in private postsecondary education in California. Some of this success can be attributed to State and federal financial aid policies which pay tuition and fees and provide subsistence support for low-income students. Efforts are presently being made, perhaps somewhat belatedly, to stimulate greater

interest among minority students in attending public institutions. As educators have learned, simply enabling minority students to enroll in an institution is not enough; they must also demonstrate the persistence required to obtain a degree. Counseling, tutoring, and other special educational services appear to increase the persistence of students who, due to a variety of social and economic barriers, have not received adequate preparation for advanced learning.

The constraints on resources imposed by steady-state enrollments could lead some institutions to reevaluate the extent to which they are willing to provide remedial special educational opportunities, even though the State's interest in this area is increasing. In addition, the impact of legal definition of minority and majority rights to admission could affect student affirmative action efforts.

- Employee Affirmative Action

If the objectives of the State are to (a) limit the growth of postsecondary education expenditures commensurate with enrollment stabilization, and (b) stimulate institutions to achieve proportionality in the racial and sexual composition of faculty and staff, it may be observed that these objectives are somewhat in conflict. Using accepted methods of projecting faculty and staff vacancies, without a substantial increase in the number of positions, racial and sexual proportionality is unlikely to be achieved even if institutions hire only minority and female faculty and staff. A financial "steady state" will tend to maintain existing staffing patterns as long as new positions are tied to new enrollments. Accepting the notion that some existing positions will be freed through normal attrition and program evaluation, it is likely that steady-state resource limitations will prolong existing problems in employee affirmative action.

- Academic Freedom, Faculty Compensation, and Collective Bargaining

There are a multiplicity of factors that create conditions under which faculty find it desirable or even necessary to organize to bargain collectively. In postsecondary education, collective bargaining has been adopted by faculty in order to resolve disputes over academic freedom, tenure, hiring and firing policies, workload requirements, the proper balance in governance, and faculty compensation, to mention a few such factors.[2]

Evidence of the effects of collective bargaining on academic freedom and the academic life is mixed. In some institutions, when collective

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2. Collective bargaining for faculty in the California Community Colleges was enacted by SB 160, Chapter 961, Statutes of 1975.

bargaining has been implemented, the lines between faculty and administrations have hardened to the point that instructional programs have suffered. In others, it appears that collective bargaining may have preserved the tenets of academic freedom and faculty authority over the academic life of institutions, with a correspondingly positive effect on instructional and other programs.

Without debating the potential costs and benefits of collective bargaining, it can be observed that constraints on institutional resources that arise from slow or no growth resource, including those which limit salary and benefit compensation, tend to increase the likelihood that faculty will organize collectively. These financial constraints may, however, reduce the potential gains in compensation that can be achieved through collective bargaining.

State goals for faculty compensation have evidenced some consistency over the last two decades. Since the 1950's, the objective in setting faculty salary levels in State-supported institutions has been to maintain parity for California faculty with their counterparts in comparable institutions--those with similar educational programs and missions. The principle of parity, endorsed by the California Legislature in SCR 151 (1965 General Session) and HR 250 (1964 First Extraordinary Session), rests on the State's desire to pay competitive salaries so that high quality faculty can be attracted to and retained by public institutions. However, the extent to which compensation requirements to achieve parity are actually funded depends on how faculty compensation is valued relative to other funding priorities.

Although faculty salaries are not enrollment based, the constraints of low- or no-growth enrollments may inhibit the State's ability to maintain salaries at a competitive level, since the public's attention to postsecondary education could be diverted by State priorities which seem more pressing. Providing competitive salaries to California faculty will also be influenced by supply and demand in the national market for faculty skills. The dilemmas posed by low- or no-growth circumstances are (a) whether California public postsecondary education institutions will be able to compete successfully for high quality faculty, especially for high quality minority faculty, and (b) whether academic staff vitality can be maintained when, due to high tenure levels and the scarcity of new appointments, fewer new and younger faculty can be hired.

The actions of educational administrators at State and institutional levels strongly influence the extent to which faculty are motivated to endorse collective bargaining. For example, evaluations of effectiveness in educational institutions are sometimes threatening to faculty, even though most acknowledge that such evaluations are necessary in the steady state. While any enterprise can profit by examining its activities to determine if desired goals are being

achieved, faculty believe that there are some lines of inquiry which have high costs and produce few benefits. For example, many faculty believe that faculty activity analysis is unnecessary, citing the statistics that already exist on faculty workload and time utilization. The conduct of this kind of analysis is also viewed as an unwarranted intrusion by faculty members who believe that all of their activities are related to instruction and research, regardless of the amount of time spent in class, in a laboratory, or at departmental committee meetings.

Clearly, broad and careful consultation is required in conducting evaluations of institutional effectiveness. Academic institutions are neither private corporations nor public bureaucracies and should not be evaluated by criteria which do not comprehend the nature of an environment which is dedicated to problem solving and the transmission of knowledge.

In no area is the need for careful consultation greater than in developing faculty reallocation and lay-off procedures. If institutions receive funding for only limited numbers of new faculty positions in a time of relatively static enrollments, one way in which they will meet shifts in student demand among disciplines is through temporary reallocation of faculty positions.

When temporary reallocation is not sufficient to meet student demand, some permanent reallocation of positions may occur. In some cases, faculty may be capable of making the transition to new fields; in others, they may not, and reallocation may force the institution to lay off permanent faculty. Legislation passed in September 1976 has established layoff procedures for permanent academic employees of the California State University and Colleges,[3] which provides for layoff in the inverse order of length of employment. Considerable debate over whether tenure or merit criteria should be employed in determining layoffs preceded enactment of this legislation.

Summary

- Static enrollments are not a certainty for all California postsecondary education institutions. Some institutions in California may not survive in the steady state because of their inability to accomplish internal program reallocation so as to continue to attract students.

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3. SB 1615, Chapter 1213 adding Article 3, to Chapter 9 of Division 18 of the Education Code.

- Resource constraints in the steady state will depend on (a) the extent to which State funding is enrollment driven, and (b) which types of instructional programs the State chooses to fund.

- In a time of limited enrollment growth, institutions may have to review, modify, or eliminate existing programs in order to establish new programs.

- Reduced resource flexibility in the steady state may limit institutional capacities for achieving State goals in the areas of instructional innovation, student access, affirmative action, and faculty compensation.

- Ultimately, the State will bear responsibility for determining the level of specific goal achievement desirable in postsecondary education. Increased goal achievement in the steady state will, in some cases, require financial incentives from the State. In other areas, incentives will be provided most directly by institutions through reallocation of existing programs and resources.

Recommended Activities

1. The Commission should carefully monitor actual enrollment and enrollment projections for postsecondary education and examine the relationship between enrollment changes and procedures used by the State in allocating support for the public and private segments of postsecondary education. This examination should include an analysis of the share of State funds to be allocated annually to postsecondary education. In this regard, the Commission should analyze the effects of enrollment dynamics and non-enrollment-driven funding procedures on State support for postsecondary education and report its findings annually to the Legislature and Governor.

2. The Commission should examine the effects of stable, declining, and shifting enrollments on the ability of public institutions to provide financial support for instructional innovation. Included in this analysis should be a discussion of the need for financial incentives to foster innovation. The results of this analysis should be transmitted to the Governor and Legislature.

3. As stated in Priorities I and III, the Commission should support and encourage State and segmental efforts to provide access to low-income students and to satisfy employee and student affirmative action goals.

4. If new legislation for faculty collective bargaining and reductions in force are introduced, the Commission should study and report on the potential consequences of the proposed policies for the State, for faculty employed in, and for students attending public postsecondary education institutions.

Priority VI: Financial Conditions of Independent Institutions

State Goal

- *Determine the financial needs of independent institutions and the extent to which the State should aid in meeting these needs.*

- *Ensure that State funds are allocated and employed in a manner which will provide for the optimum utilization of all postsecondary education resources in the State.*

Statement of Problem

The general well-being of California postsecondary education is dependent in part upon the well-being of its independent colleges and universities. A requisite for effective State policy is an understanding of the financial condition of these independent institutions, based on an objective, in-depth analysis. This understanding is important because:

- The independent institutions make significant educational and economic contributions to California society. These contributions should be maintained and, if possible, increased during the coming decade;

- Given the widening tuition gap between public and private institutions, and the continuing effects of inflation on the California economy, questions have been raised as to whether the independent institutions may require some form of financial assistance from the State if they are to survive;

- Given the developing steady state in student enrollments, and the probability of increasing limitations on the State's support of postsecondary education, there is a need for rational planning concerning the student financial aid program and the issue of where the State can obtain the greatest "benefit" for each educational dollar it expends.

Background

State aid to independent institutions in California is provided primarily in an indirect fashion; financial assistance is given directly to qualified students, who then select the institution that will receive the aid in the form of the tuition they pay. The goals of this approach have been threefold:

- To attain the condition whereby California residents have equal access to higher education;

- To attain the condition whereby independent institutions have adequate operating revenues; and

- To attain the condition whereby independent higher education and its public counterpart are effectively competing to provide educational quality and diversity.

The rationale for State aid to independent institutions is clear: these institutions make many important contributions to the citizens of California. Specifically, they make at least six major contributions:

- Independent higher education competes with the public sector to provide educational services to the consumer. It is in a position to take risks in developing academic programs, thereby stimulating the public institutions to encourage creative teaching and innovative programs.

- Independent higher education provides program diversity. Because it is not subject to the same degree of public and governmental influence as are the State institutions, it can offer unique liberal arts programs to religious and cultural groups, programs which are or cannot be duplicated in the public sector. Independent higher education may offer a more personalized educational alternative, because many independent schools have smaller classes, closer faculty-student relations, smaller facility size, etc.

- Independent higher education has the same primary task as does its public counterpart--to educate California residents. Mark Curtis, former president of the Association of Independent California Colleges and Universities, has stated that California's independent schools:

  - enroll 25 percent of total California students.
  - award 20 percent of all bachelor's degrees.
  - award 38 percent of all master's degrees.
  - award 49 percent of all doctoral degrees.
  - award 63 percent of all professional degrees.
  - expend 30 percent of the total educational dollar.
  - enroll a high percentage of minority students.

- Knowledge: independent higher education's graduate institutions are national resources which society needs. Graduate schools produce both important knowledge and professionally trained graduates which contribute to the amelioration of many current societal problems. Stanford's Linear Accelerator and Caltech's Jet Propulsion Lab are two examples of this kind of contribution.

- Economics: because independent higher education contributes a substantial percentage of California's college graduates, they contribute indirectly to increasing tax revenues. College graduates have higher incomes and spend more money than do noncollege graduates. Therefore, the demand on public/private goods increases, resulting in higher tax revenues and a higher governmental income to redistribute to society at large. Society receives a return on its investment in human capital by this gain in tax revenues. Independent higher education saves taxpayers money by diverting the flow of students from State-supported facilities to privately-supported institutions. Thus, the price of independent education to the student may be higher, but the cost to the taxpayer is relatively lower than that to support public higher education.

There are four alternatives available to the Legislature in providing financial assistance to independent California institutions: (1) direct institutional aid, (2) contracting, (3) student assistance, and (4) facilities assistance. Thus far State policy has been to provide the bulk of institutional financial aid indirectly, through student assistance programs, since California's Constitution specifically prohibits direct aid.[1] In considering its policy recommendations to the Legislature, the Commission will examine all of the alternatives, including a possible change in the Constitution to allow direct grants to independent institutions.

Status

The Commission has been directed by the Legislature (AB 622, Vasconcellos, Chapter 462, Statutes of 1975) to conduct a comprehensive study of the current and long-range financial condition of California's independent colleges and universities. This study is also to consider the amount, effectiveness, and impact of State aid made available to the independent institutions.

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1. "No public money shall ever be appropriated for the support of any sectarian or denominational school, or any school not under the exclusive control of the officers of the public schools; nor shall any sectarian or denominational doctrine be taught, or instruction thereon be permitted, directly or indirectly, in any of the common schools of this State."

   Constitution of California
   Article IX, Section 8

The central question to be considered by the study is: Given the State objectives concerning independent institutions, and given the past and present contributions of the institutions themselves, as well as their current and projected financial condition, what policy and actions should the State adopt toward this segment of California postsecondary education? This study will be completed in spring 1977, and is expected to provide the basis for a comprehensive policy decision by the Legislature and the Governor.

Recommended Activities

The Commission should complete its current study of the financial conditions of independent institutions and present its findings and recommendations regarding State support for independent institutions to the Legislature and Governor by June 1977.

Priority VII: Accreditation of Public and Private Institutions

State Goals

- *Encourage the increased effectiveness of accreditation of postsecondary education institutions in the State.*

Statement of Problem

The national controversies surrounding private accreditation have created a number of issues for California postsecondary education. Whether accreditation is a reliable measure of institutional quality and probity, how educational consumer protection should be handled, and whether the State should assume the role of an accrediting body, are all issues that call for attention in the coming year.

Background

Given the historical desire of the public for a list of "good" collegiate institutions, and the somewhat paradoxical view that the federal government should refrain from publishing such a list in the interest of educational freedom, voluntary accreditation evolved to help answer the need for some criteria by which to judge an institution's quality. With the federal and state governments' reluctance to judge the quality of educational institutions, the institutions themselves--and later the professions--voluntarily developed minimum standards of educational quality and attempted self-regulation.

Two basic types of voluntary accreditation evolved from these efforts: "institutional" accreditation and "specialized" or "professional" accreditation. While both types are voluntary and non-governmental, institutional accreditation normally applies to an entire institution and indicates that each of its parts is contributing to the accomplishment of the objectives of the whole institution, although not necessarily all at the same level of quality. Specialized or professional accreditation generally applies to specific programs or professional schools within an institution and indicates only that the particular program or professional school is approved. The policies and procedures related to the two types of accreditation vary considerably in emphasis and approach, but the process of accreditation is similar in each. (Specialized or professional accrediting associations may be far more specific than the institutional associations in terms of quantitative measures of quality, such as the number of books required in the library, number of full-time compared to part-time faculty, etc.)

The accrediting process begins with an effort to assess the effectiveness of an entire institution or a particular program in meeting its publicly stated purposes and objectives. This self-assessment may include a broad cross section of the institution's constituencies: students, faculty, administrators, and even members of the local community. A report based on this self study serves as background for the accrediting commission's evaluation team. The team generally consists of professional educators, specialists in the particular field or type of institution, and sometimes members of State agencies and others representing specific public interests. The visiting team evaluates the self-study report, adding judgments based on its own expertise and providing an outside perspective.

Once the team report is reviewed by the institution, department, or professional school for factual accuracy, it goes to the accrediting body, along with the original self-study report and any further comment the institution desires to make. The accrediting body then considers the evidence and makes a decision as to whether or not to accredit, with provisions for appeal in the case of a negative decision.

Accrediting bodies, whether institutional or specialized, reserve the right to reevaluate any institution or program at any time for cause, and any institution undergoing substantive change (such as adding a graduate degree program) is to be reviewed prior to implementation of the change. This procedure is designed to maintain a continuing relationship between the accrediting bodies and the institutions or programs they accredit.[1]

Recently, however, serious questions have been raised on a national level as to the value of accreditation as a reliable measure of the quality and probity of an institution. The questions involve not only the accrediting associations, but also the U.S. Office of Education and the various state approval bodies.

Originally, the accrediting associations' primary function was to assist their member institutions to improve and to meet defined standards of quality. In fact, even today many of the associations identify helping their member institutions to identify problems and improve themselves as one of the major functions of accreditation.[2] Providing a list of approved or accredited institutions to the

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1. Guide for the Evaluation of Colleges and Universities: Western Association of Schools and Colleges, p. 3.

2. Ibid., p. 3.

public has always been considered a secondary function by the accrediting associations. To the public, however, the primary purpose of accreditation appears to be that of certifying that an institution meets defined standards of quality, forcing the accrediting agencies into the position of regulatory commissions with responsibility for protecting the public interest. But there is much disagreement as to whether accreditation is still an adequate measure of an institution's quality.

Today the basis for institutional accreditation is primarily the institution's self-study report and a determination by the evaluating team of how well the institution is meeting its own stated purposes and objectives. With the tremendous diversity that characterizes American educational institutions, and given the myriad purposes and objectives that diversity allows, it is difficult to determine exactly what constitutes educational quality. Since accreditation signifies "only that an institution 'is achieving in an acceptable manner its avowed purposes,'"[3] quality can have many different meanings.

The questions concerning accreditation as a reliable measure of an institution's probity--its honesty and integrity--are even more hotly debated than those on quality. Newspaper exposés of institutions that have allegedly defrauded students, lawsuits against accrediting associations, and cases of accredited schools charged with mishandling federal student loan funds, have added fuel to the probity fire. Several recent reports, such as the one by the Federal Interagency Committee on Education and the one by Harold Orlans of the Brookings Institution, funded by the U.S. Office of Education, have dealt with the problems of accreditation as it relates to quality and probity. The reports have generally concluded that reliance on the accrediting associations to regulate and police their member institutions is unwarranted, especially since many of the associations do not wish to take on such a role. Noting that conditions of quality and probity vary among institutions in both the accredited and nonaccredited groups, Harold Orlans states that

> . . . individuals familiar with the industry are in agreement that it is in the accredited segment . . . where the greatest aggregate public harm is done; for while the individual abuses of accredited schools may be less flagrant, the cumulative effect of their offenses is worse because of their larger student enrollments and greater average

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3. Norman Burns, "Accrediting and Educational Diversity," The North Central Association Quarterly, April 1961, pp. 257-8, as quoted in Private Accreditation and Public Eligibility, Harold Orlans, Lexington Books, Mass., 1975, p. 155.

> longevity, made possible in good measure by the appearance of respectability and the government subsidies they acquire precisely by reason of their accreditation.[4]

Accrediting agencies have not been universally pleased with the growing federal and state reliance on their services, particularly in the area of consumer protection. Generally, the agencies take the position that they have their own purposes and objectives and that the government should neither expect nor require them to provide services and functions which may serve federal and state purposes at the expense of their own procedures and intent.

In light of these problems, the federal government is designing stricter criteria for recognition of accrediting agencies by the U.S. Office of Education. In addition, HEW is proposing legislation that would give the federal government direct access to school records for the purpose of determining compliance with federal regulations, and would mandate standards of ethics for advertising, recruiting, and enrolling students, and for fair and equitable refund policies. While accrediting agencies object to these proposed new regulations, it appears that only an increased responsibility for the public interest and more effective cooperation with the federal and state governments will enable the agencies to avoid more federal and state intervention.

Status

California relies on nationally recognized accrediting agencies to certify the quality and probity of many of its private institutions, rather than having the State establish its own criteria and conduct its own evaluations. Further, California relies on the U.S. Office of Education to formally recognize and oversee the various accrediting agencies. This delegation of the State's responsibility raises several important policy issues, including educational consumer protection, the adequacy of federal oversight of the accrediting agencies, and the appropriate role of State government in the accreditation process.

Given the uncoordinated nature of the federal activities (more than fourteen federal agencies are involved in various ways with educational consumer protection), educational consumers in California

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4. Harold Orlans, Private Accreditation and Public Eligibility; Lexington Books, Massachusetts, 1975, p. 155.

must depend on the State to protect them from possible unethical practices by postsecondary institutions. Yet, there is no one State agency equipped to deal with the complaints of student consumers. Regulation and complaints are handled in a confusing and uncoordinated manner by a number of State agencies, including the Bureau of School Approvals, the Office of the Attorney General, and the Department of Consumer Affairs. In its recent report entitled, The Role of the State in Private Postsecondary Education: Recommendations for Change (1976), the Commission recommended that:

- The functions of regulation and educational consumer protection be centralized in a reorganized Council for Private Postsecondary Educational Institutions, with the Council to be responsible to the Legislature and the Governor;

- The reorganized Council, or other State regulatory agency, be permitted to accept accreditation of an institution as evidence that it meets the State's minimum standards. However, the State agency could also require additional evidence or undertake its own investigation if it so desires or circumstances warrant.

In addition, the Commission staff is currently making recommendations on revising Division 21 of the Education Code to provide for increased consumer protection.

While Division 21 refers only to private postsecondary institutions, such legislation could conceivably be written for public postsecondary institutions, if sufficient need were established.

With the various problems and debate surrounding private accreditation, the issue of whether the State should assume accrediting functions has been raised, most recently in AB 274 (Alatorre, 1976). This bill would have established the California Commission on Accreditation, which would essentially duplicate the efforts of the Western Association of Schools and Colleges (WASC)--the regional body that accredits California postsecondary institutions. While there were numerous problems with this bill in both the Assembly and Senate versions which prevented its passage in 1976, it is obviously time to carefully consider the issue of the need for a State accrediting agency. A number of questions must be asked: Would the State agency unnecessarily duplicate WASC's activities? Would the State agency also assume the responsibilities of the specialized accrediting agencies? Would the U.S. Office of Education be willing to recognize a State accrediting agency, given its current recognition of WASC? Could California afford to assume the various accrediting responsibilities?--And,

finally, would a State accrediting agency do a better job for California's citizens than the existing private agencies? These questions and others must be thoroughly studied and answered before the issue of State accreditation can be resolved.

Recommended Activities

In view of the national controversies surrounding accreditation and the recent legislative efforts to establish a State accrediting agency, the California Postsecondary Education Commission should begin a comprehensive study of the issues surrounding accreditation and present its findings and recommendations to the Governor and Legislature. This study should address the issues of private accreditation as a measure of institutional quality and probity, educational consumer protection, and the desirability of a State agency assuming the role of an accrediting body.

INTERDEPENDENCE

Recognition and acceptance of interdependence is the capstone of autonomy.

Education and Identity
Arthur Chickering

PART IV: SEGMENTAL PLANNING FOR ACADEMIC AND VOCATIONAL PROGRAMS, NEW CAMPUSES, AND OFF-CAMPUS OPERATIONS

Introduction

Although the issues identified each year as priority problems should command special attention, they are necessarily geared to a specific time frame and once resolved, may not again be formally reviewed for several years. Program planning and review and planning for new colleges and off-campus operations, on the other hand, are permanent and continuing responsibilities of postsecondary educational management. They may be thought of as fluid processes, conditioned not only by consideration of the priority issues, but by other pressures and demands as well.

For example, decisions regarding the range of programs in which a college will offer instruction involve a compromise among a number of often conflicting considerations--current student interests, changing conditions in society, the traditional structuring of knowledge, the concern for quality, the professional interests of a given faculty and the campus's particular mission. The challenge of program planning and review, whether at the campus or State level, is to accommodate and maintain a balance among these and other claims--all within sometimes severe budgetary limitations.

Planning for new colleges and off-campus operations requires the same kind of continual attention. While the need for new permanent campuses in all the public segments has clearly diminished, the goal of extending access by offering programs in off-campus settings has been accepted by most sectors of the academic community, particularly by the Community Colleges. How this practice relates to State policy and what resources will be forthcoming to support it is unknown at this time, but it is presently a major concern.

Within this section of the Commission's Five-Year Plan, the major issues and problems involved in both program planning and review and the planning for new operations are discussed. The mechanics of each process are outlined and suggestions are offered whereby each might be refined and improved. Although no specific recommendations have been offered, a number of problem areas requiring special attention have been highlighted:

1. Student Demand in Relation to Manpower Needs

2. Assimilation of Programs

3. Education as Preparation for Employment

4. Program Areas Proposed for Special Study

5. Potential Program Duplication

6. Community College District Organization

7. Adult Programs in Postsecondary Education

8. Financial Support for Off-Campus Operations

Final solutions to these problems will not be easily developed but it is hoped that through a thorough effort involving both investigation and consultation, answers will emerge that will permit all of the several components of California's postsecondary education system to serve the people of the State more effectively.

Program Planning and Review

Report on Last Year's Plan

Using the academic and occupational Master Plans of the segments, the Commission's first Five-Year Plan began the process of identifying those program areas in which a number of new programs were proposed and which, according to stated criteria, seemed to represent possible duplication. These programs were listed with the provision that the Commission would require exceptional justification of need before staff would be prepared to concur with their initiation. The four criteria used to arrive at those lists, developed in consultation with the Intersegmental Program Review Council (IPRC), included:

1) Programs or program areas in which statewide enrollments are declining;
2) Program areas in which a significant number of new programs are projected;
3) Programs in which the number of graduates appear to exceed current job openings;
4) Programs which appear to be sufficiently available within a geographical region.[1]

It is too soon to assess the impact of these lists on campus and segmental planning since the Plan appeared after some proposals for new programs in these areas were already in the final stages. These programs were, however, reviewed with special care and in a number of cases were rejected or returned for further information.

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1. A Five-Year Plan for Postsecondary Education in California: 1976-81, pp. 61-63.

As the practice of identifying program problem areas becomes more widely understood it will be possible to evaluate its impact more accurately. This year this process is continued and lists of problem program areas are presented for each of the segments. (See pp. 172-183.)

Last year's plan made two recommendations directed toward distribution of programs. The first requested that the State University and Colleges develop a comprehensive plan for the allocation of graduate programs among its campuses and submit this plan to the Commission by June 30, 1976. The plan is still in the process of being completed by the Chancellor's Office. The Commission also recommended that the Community Colleges develop a plan for the distribution of highly specialized occupational programs on a regional basis. The Chancellor's Office report, submitted in June of 1976, consisted basically of a list of occupational programs defined as highly specialized (according to job market needs, student demand, number of existing programs, and similar criteria). The report did not, however, attempt to allocate these programs on a regional basis.[2] A copy of the report was distributed to all Community Colleges by the Chancellor's Office.

Last year's plan also called for the Commission to conduct comprehensive studies in several program areas. Criteria used to select these areas included a) apparent imbalances in supply and demand in the employment market, b) significant changes in professional requirements, and c) program developments within the field.[3] Studies were either completed or are still in progress in the following areas:

- Health Manpower--Health Manpower Study of Selected Health Professionals in California, 1976

- Veterinary Medicine--Veterinary Medical Education in California: An Assessment of the Need for Expansion

- Engineering--With the assistance of a grant from the National Science Foundation, the Commission has conducted a special study of Engineering education in California, particularly emphasizing the relationship between

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2. A copy of this report is available from the Commission office.

3. A Five-Year Plan for Postsecondary Education in California: 1976-81, CPEC, December, 1975, p. 62.

engineering education and licensure requirements for the profession.

- Teacher Education--This study remains in the formative stages because of other demands on staff time.

Statewide Trends in Program Development

As the only agency that bears a responsibility for the review of academic and occupational programs in the public segments from an intersegmental perspective, CPEC is in a unique position to observe statewide trends in program development. While following sections of this chapter describe program trends within each of the public segments, some common areas of program growth and decline are apparent throughout public postsecondary institutions. Both enrollments and the number of programs are generally on the increase in the following program or discipline areas: (1) Business; (2) Communications; (3) Computer Science; (4) Engineering; (5) Health Sciences; and (6) Public Affairs and Services (e.g., Public Administration and Criminal Justice).

On the other hand, interest in the following program or discipline areas, as demonstrated by the number of enrollments and proposed programs, is slightly on the decline: (1) Education; (2) Foreign Languages; (3) Letters (e.g., English, Classics); (4) Mathematics; (5) Physical Sciences; and (6) Social Sciences (e.g., History, Sociology).[4]

Some of the reasons for these patterns of growth and decline--most of them well-known--include (1) changing student interests--away from the liberal arts and toward the vocations and professions, and away from the physical sciences and toward the "human" or biological sciences; and (2) declining job markets in some occupational fields--perhaps the best known being the teaching profession. A related phenomenon suggests that students are concentrating more coursework in their field of specialization, and taking fewer electives outside their major field. The gradual relaxing of general education requirements--for example, in foreign languages, English, mathematics, and physical education--has allowed students to devote

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4. See Statistical Reports, Number 9, Student Enrollment in Degree Programs, Office of the Chancellor, CSUC, for Fall 1973-74, 1974-75, 1975-76; Statistical Summary of Students and Staff of the University of California, Office of the Vice-President, U.C., for same years; refer to the Five-Year Plans and Program Inventories of each of the three segments (in later footnotes) for statistics on program growth.

more course time to their special interests.[5] At the same time colleges are instituting an increasing number of interdisciplinary programs and "Special Majors" to accommodate the needs of those students and faculty who are seeking curricular combinations that depart from traditional departmental degree programs. Finally, the increasing student interest in vocational and occupational programs, particularly at the community college level, reflects a similar tendency to direct learning toward specific job goals.

Segmental Master Plans

The following three sections summarize program development within each of the public segments. The Commission looks forward to the time when similar program summaries might be included for the private postsecondary segments, making possible a more complete and accurate perspective on program growth.

University of California:

In March of 1975 the University of California submitted its Academic Plan: Phase II.[6] This document described both the university-wide planning perspective and individual campus program growth projections. It discussed general program planning objectives, how the campus academic plans were prepared, and what their initial approval meant, as well as a number of academic policy issues--such as quality, comprehensiveness versus selective development, student demand versus societal need, and others. The University's policies in several problem program areas were also discussed, e.g., Health Science, Veterinary Medicine, Marine Science, and others. The specific programs projected by each of the campuses through 1979 were also listed. This year the University presented simply a revised inventory of existing U.C. programs, systemwide, along with the latest projections for new programs at the campuses. No other, more formal, plan was submitted.[7]

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5. Robert Blackburn, et. al., Changing Practices in Undergraduate Education, a report for the Carnegie Council on Policy Studies in Higher Education, 1976, pp. 33-35, passim.

6. University of California. Academic Plan: Phase II, Campus Academic Plans, Vols. I and II, March, 1975; also see Appendix I. U.C. Academic Program Inventory, June 15, 1975.

7. University of California, Inventory of Academic Programs and Organized Research Units (including list of proposed programs), June 1, 1976, particularly pages 37-44.

UNIVERSITY OF CALIFORNIA
PERCENTAGE OF PROGRAM GROWTH BY
HEGIS DISCIPLINE CATEGORIES*

	Undergraduate		Graduate	
Program Area	Existing	Projected	Existing	Projected
Agriculture	28	0	30	1
Architecture	6	1	9	0
Area Studies	25	1	18	1
Biology	57	1	149	3
Business & Mgmt.	6	0	11	2
Communications	6	2	1	0
Computer Science	7	0	16	0
Education	7	0	36	1
Engineering	27	2	80	1
Fine Arts	44	0	42	0
Foreign Languages	49	0	65	0
Health	7	0	52	12
Home Economics	6	0	2	1
Law	2	0	10	0
Letters	54	0	77	5
Library Science	0	0	4	1
Mathematics	19	0	23	0
Military Science	3	0	0	0
Physical Science	50	0	77	5
Psychology	18	1	18	0
Public Affairs	2	0	9	6
Social Sciences	74	0	90	7
Interdisciplinary	34	4	50	9
TOTALS	531	12	869	55

Source: University of California, "Academic Program Inventory," June 1, 1976.
(Note: All Certificate-level programs were excluded from the counts.)

*Higher Education General Information Survey, the standard taxonomy of instructional disciplines

Based on these latest program projections for the period from 1976 to 1981, the University of California campus plans call for approximately a two percent increase in the number of programs at the undergraduate level (12 programs) and approximately a six percent increase in the number of programs at the graduate level (55 programs). (See following chart.) At the undergraduate level the greatest number of proposed programs are in: (1) Interdisciplinary Studies; (2) Communications; and (3) Engineering.

At the graduate level the greatest number of programs proposed are in the areas of: (1) Health Sciences; (2) Interdisciplinary Studies; and (3) Social Sciences. For the most part, this appears a reasonable and appropriate level of growth in the nine campuses of the University.

California State University and Colleges:

The Chancellor's Office of the California State University and Colleges has over the years developed a highly comprehensive Academic Program and Resource Plan for its system of campuses that discusses such topics as projecting enrollments, faculty, facility and library needs, program budgeting, and the procedures for review of existing programs. In addition, four specific program planning issues currently being addressed within the system are discussed in the latest plan:

--Changing Patterns of Student Enrollment and Manpower Needs;
--Academic Standards (including student writing skills);
--New Approaches to Serving Traditional and Non-Traditional Students;
--Regional Planning Within the System and the State.[8]

The CSUC Academic Master Plan also contains a systemwide program summary or inventory of all existing and projected programs (1976-81), with a breakdown of program master plans by campus.

According to systemwide program summaries in the Academic Master Plan and Inventory (76-77), a seven percent level of growth is projected for programs at the undergraduate level (67 programs), while a fifteen percent growth in the number of programs is

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8. Academic Program and Resource Planning in the California State University and Colleges, 1976-77 through 1980-81, Office of the Chancellor, Division of Educational Programs and Resources, April 1976, Part One, pp. 1-40.

CALIFORNIA STATE UNIVERSITY AND COLLEGES
PERCENTAGE OF PROGRAM GROWTH BY
HEGIS DISCIPLINE CATEGORIES

	Undergraduate		Graduate	
Program Area	Existing	Projected	Existing	Projected
Agriculture	29	3	4	1
Architecture	7	0	8	1
Area Studies	22	4	7	0
Biology	50	0	28	1
Business & Mgmt.	28	1	32	4
Communications	24	1	7	2
Computer Science	7	5	7	3
Education	59	5	60	5
Engineering	50	1	25	7
Fine Arts	63	18	36	22
Foreign Languages	56	0	27	0
Health	42	10	27	8
Home Economics	16	0	9	4
Letters	71	0	45	2
Library Science	0	0	2	0
Mathematics	26	0	19	1
Physical Science	97	1	41	4
Psychology	21	1	24	1
Public Affairs	41	8	30	6
Social Sciences	149	1	79	5
Interdisciplinary	52	8	14	3
TOTALS	910	67	531	80

Source: "Academic Program and Resource Planning in the California State University and Colleges," April 1976, p. 108.

projected at the graduate level (80 programs). Those disciplines with the greatest number of proposed programs at the undergraduate level are (1) Fine Arts, (2) Health, (3) Public Affairs, and (4) Interdisciplinary Studies. The greatest number of programs proposed at the graduate level are in (1) Fine Arts, (2) Health, (3) Engineering, and (4) Public Affairs. (See Chart following.) Except for specific proposals in a few areas (particularly the Fine Arts and others in Tables B and C that follow), the overall level of program growth in the CSUC is reasonable.

California Community Colleges:

The California Community Colleges Five-Year Plan, 1976-81 discusses in general the mission and goals of the Community Colleges, and states that master planning over the next five years must shift from the late 60's growth policy to a policy of increasing access through new and more effective delivery systems. The major emphasis regarding the Community Colleges' program planning and review over the next five-year period is toward improved assessment of long-term program needs at the campuses and toward creating a mechanism whereby program review and planning can be coordinated better with facilities review and planning.[9]

According to the California Community Colleges' Inventory of Programs (Spring, 1976), the separate campuses of the Community Colleges have projected over the next five-year period--1976 to 1981--the addition of 1,578 new programs to the existing 6,458 programs, for an overall projected program growth rate of 24 percent. The general discipline areas proposing the greatest numbers of new programs are (1) Engineering and Technical Skills, (2) Health Professions, (3) Business and Management, and (4) Public Affairs and Services. (See following Chart.)

If all these proposed programs were eventually to be implemented, they would constitute excessive proliferation. It is understood that campuses list programs in their master plans that, for a variety of reasons, may never be initiated. This practice of projecting programs as far ahead of their likely implementation date as possible is to be encouraged because it allows long range planning and coordination at the State level to be more effective. At the same time, however, the districts and the Chancellor's Office should develop a procedure for the systematic screening and review of all projected programs.[10]

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9. California Community Colleges Five-Year Plan, 1976-81, Board of Governors, January 1976, pp. 3, 12-13, 15.

10. Master Plan and Inventory of Programs, Chancellor's Office, California Community Colleges, Spring 1976, pp. vi-vii.

CALIFORNIA COMMUNITY COLLEGES
PERCENTAGE OF PROGRAM GROWTH BY
HEGIS DISCIPLINE CATEGORIES

Program Area	Approved	Projected
Agriculture	284	97
Architecture and Environmental Design	79	23
Area Studies	9	8
Biological Sciences	166	30
Business and Management	833	180
Communications	124	41
Computer and Information Sciences	124	14
Education	318	59
Engineering & Technical Skills	868	311
Fine and Applied Arts	495	82
Foreign Languages	328	14
Health Professions	384	279
Home Economics	218	75
Law	16	22
Letters	329	16
Library Science	47	9
Mathematics	101	4
Military Sciences	1	-
Physical Sciences	325	35
Psychology	91	9
Public Affairs and Services	269	119
Social Sciences	496	56
Commercial Services	92	30
Interdisciplinary Studies	152	19
Apprenticeships	309	46
TOTALS	6,458	1,578

Source: "Major CID Summary Report for Total College System," from computer printout of existing and projected programs for latest inventory.

Procedures in Program Review and Planning

Segmental Procedures

Proposals for new academic and occupational programs in each of the public segments are reviewed extensively both at the campus level--by faculty, deans, advisory committees, academic senates, and administrators--and at the systemwide level--by program review staffs of the Chancellor's and President's Offices--before being submitted to the Commission for final review and comment. The step-by-step procedures for the internal review of new program proposals within the public segments are described in detail in Appendix G.

Commission Procedures

The Commission is charged by law to review and comment upon the growth of academic and occupational programs in the public segments--

> It shall review proposals by the public segments for new programs and make recommendations regarding such proposals to the Legislature and the Governor.[11]

This review operates on three levels. First, CPEC reviews and comments on individual proposals for new programs on public campuses prior to their initiation; secondly, it reviews the academic and occupational master plans of the segments that project program growth five years into the future and attempts to integrate program planning and discourage potentially duplicative offerings; finally, when a number of problems or questions accumulate within any specific program area, CPEC undertakes special in-depth studies that examine and make specific recommendations regarding that program's direction.

Guidelines

The Commission is guided in these program review and planning activities by the regulating document--Guidelines and Procedures--developed in consultation with representatives of both the public and private segments.[12] Although a series of operating principles are outlined in these guideline documents, the basic principle is toward integrating program planning and reducing any excessive segmentalism in public postsecondary program development. The goal is a postsecondary education system for California that makes a sufficient number of

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11. AB 770 (Education Code Section 22712(6)).

12. See Appendix F.

programs available to Californians at an appropriate number of colleges without unnecessary and costly program duplication. Insuring that a path of articulation exists between programs at different levels within and between the segments--for example, that two-year community college transfer programs will be accepted at four-year institutions--is an important part of the process.

Inventories

As a basis for integrating segmental program plans and in order to assist Commission staff in the execution of its program planning and review responsibilities, two essential tools were developed by Commission staff over the past two years.

The Inventory of Academic and Occupational Programs is a comprehensive listing of degree and certificate programs offered by accredited colleges and universities, public and private, in California. The second and revised edition of this inventory should soon be available to postsecondary planners, legislators, college administrators, counselors, state government officials, and others.

The Inventory of Off-Campus Locations and Programs is in response to a legislative directive that the Commission ". . .maintain and update annually an inventory of all off-campus programs and facilities for education, research and community service operated by public and private institutions of postsecondary education" (Education Code, Section 22712(13)). Although the first off-campus inventory included programs and facilities for education only, future efforts will add data on off-campus programs and facilities for research and community service. Commission staff is now in the process of collecting information for the compilation of a second annual update of the off-campus inventory, scheduled for completion in the Spring of 1977.[13]

Intersegmental Program Review Council

A discussion of the Commission's program review procedures is not complete without mention of the Intersegmental Program Review Council (IPRC), which serves as the advisory committee for all of the Commission's program review and planning activities.[14]

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13. For summary of Inventory see Commission Agenda, September 1976, Item No. 7.

14. The Committee is composed of representatives from each of the public segments (UC,CSUC,CCC), as well as representatives of the Association of Independent California Colleges and Universities (AICCU), the Council for Private Postsecondary Education, the California Advisory Council on Vocational Education and Technical Training, and the Department of Education.

The Committee has served effectively over the past year in helping to resolve a number of problems. For example, the public segmental representatives of the Council are presently assisting Commission staff to respond to an Education Code provision directing the Commission to evaluate the program review processes and ensure that systematic review of existing programs is occurring within the public segments.[15] This activity is particularly important as the emphasis in postsecondary program planning shifts from one of growth to reconsideration and consolidation of existing programs. In addition, the IPRC has reviewed the recommendations and lists of programs appearing in the Commission's Five-Year Plan. The IPRC has also worked with Commission staff to suggest a procedure for handling those program proposals that the segments decide to initiate in spite of the Commission's negative recommendation. Although small in number, such disagreements have arisen during the past year (with each of the segments). A more formal procedure, involving a review of such programs by one of the Commission's designated committees, has been developed.[16]

Review of Proposals for New Campuses and Off-Campus Operations

This section discusses the plans of the three public segments for the establishment of new campuses and off-campus centers. While the plans of the University of California and the California State University and Colleges are noted, primary attention is directed to the California Community Colleges as the segment which currently has the most plans for expansion.

Segmental Master Plans

Each public segment of California postsecondary education is responsible for formulating both academic and facility five-year plans. Commission staff review indicates that neither the University nor the State University and Colleges has any plans for significant expansion during the next five years.

On the other hand, the Community Colleges are expanding rapidly, particularly in the area of off-campus operations. This expansion is largely the result of local district efforts to provide educational services in areas where needs cannot be met by a traditional campus. The majority of these efforts involve the establishment of classes and programs in temporary off-campus facilities which

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15. Education Code, Section 22712 (7).

16. See Appendix F, The Commission's Role in the Review of Academic and Occupational Plans and Programs.

districts have been allowed to use free of charge. In some cases, however, efforts have been made to establish permanent or semi-permanent facilities. The following identifies significant proposals for new campuses and off-campus operations, as contained in the most recent (1977-81) district five-year plans.

District	Project	Earliest Possible State Funding
Coachella Valley CCD	High Desert Campus 29 Palms	1978-79
Coast CCD	Coastline Community College	1977-78
Foothill-De Anza CCD	Mountain View Center	1977-78
	Sunnyvale Center	1977-78
	Cupertino Center	1977-78
Kern CCD	Delano Center	1978-79
Peralta CCD	N. Peralta College for Non-Traditional Study	1977-78
Rancho Santiago CCD	Orange Canyon Education Center	1977-78
Redwoods CCD	Fort Bragg Branch Campus	1977-78
	Crescent City Branch Campus	1977-78
Riverside CCD	Occupational Center	1979-80
	Multi-Cultural Center	1980-81
Saddleback CCD	Second Campus or Center	1977-78
San Diego CCD	Center City Adult Center	1977-78
	North City Center	1977-78
	Navajo Center	1977-78
	East San Diego Center	1977-78
	North Shores Center	1977-78
San Francisco CCD	North Beach - Chinatown Center	1977-78
	Mission Center	1977-78
Sonoma CCD	Petaluma Center	1978-79
State Center CCD	Vocational Training Center	1977-78
Sweetwater CCD	Second Campus	1977-78
Yuba CCD	Woodland Center, Phase II	1978-79

In addition to these, other district projects which might come to the Commission for review have been identified by staff from a variety of sources, including the following from the Chancellor's

Office: (1) the District Planning Profiles (1976); Capital Outlay Log (1976); and a document entitled, Summary List of Proposed Acquisition of Sites or Construction of New Institutions, Branches, or Off-Campus Centers (1974). While some of this information is now over two years old, it is included here in the interest of presenting as comprehensive a summary as possible.

District	Project	Earliest Possible State Funding
Chaffey CCD	New College	1980-81
Coast CCD	New Center	1977-78
Foothill-De Anza CCD	Palo Alto Center	1981-82
Hartnell CCD	New Center (Indicated as a satellite campus)	1980-81
Kern CCD	New Center	1977-78
Los Rios CCD	New College	1980-81
Merced CCD	New College	1978-79
Napa CCD	New Center	1981-82
North Orange CCD	New College	1980-81
Riverside CCD	New College	1978-79
San Diego CCD	Two Additional Centers (Other than those previously noted)	1981-82
San Francisco CCD	Three Additional Centers (Other than those previously noted)	1979-80
San Joaquin Delta CCD	New Center	1981-82
Shasta CCD	New College	1978-79
Sonoma CCD	New Center	1980-81
South County CCD	Two New Centers	1979-80 1980-81
Yuba CCD	New Center	1979-80

Although it is not known how many proposals will eventually be submitted to the Commission for review, the Board of Governors has recently approved and transmitted to the Commission the following seven projects:

1. Coastline Community College, Coast Community College District

2. Second Campus, Rancho Santiago Community College District

3. "North Area Campus," Saddleback Community College District

4. Delano Center, Kern Community College District

5. Vocational Training Center (Fresno), State Center Community College District

6. Sunnyvale Center, Foothill Community College District

7. Woodland Center, Yuba Community College District

Since the remaining projects may undergo changes in the coming months as both physical plans and time schedules are altered, the primary purpose of including them here is to illustrate the impressive growth that is possible in the coming years. Also, the listing is not necessarily complete, as local plans are subject to frequent change.

Procedures for the Review of New Campuses and Off-Campus Operations

Segmental Procedures

This section does not attempt to deal definitively with the review procedures of either the University or the State University since neither is planning any major new expansion. It should be noted, however, that both segments have adopted decentralization policies which permit individual campuses to develop modest plans for outreach programs without prior review and approval of the respective segmental offices. Magnitude appears to be the primary criterion in this regard. When projects are proposed which involve, at a minimum, the enrollment of several hundred students, they are subject to the established review procedures at the statewide level. Of course, any project involving State funds or falling within Commission guidelines, is routinely screened. No such projects are pending or planned by either segment in the immediate future.

The procedures employed by the Board of Governors of the California Community Colleges in its review of proposals for new campuses and off-campus operations have undergone several recent changes and are still in the developmental stage. At present, statewide review of district proposals takes place within the five-year planning process, but action is taken only if a district's facility master plan contains a proposal which requires State funds for construction of a facility or the purchase of a site. In addition, the Chancellor's Office has made recent and more comprehensive attempts to integrate

the academic and facility master plans, recognizing that such integration greatly furthers the objective of sound planning. However, attempts to analyze and integrate the two plans have been only moderately successful as neither has been sufficiently comprehensive to provide the planners with the necessary data. For example, since the academic master plan does not indicate whether a new program is to be offered on or off campus, the program's potential or actual relationship to facility needs has been difficult or impossible to determine. In addition, the facility master plan identifies only facilities owned by the districts which virtually eliminates any mention of off-campus operations, since only a few are district owned.

Commission Procedures

The legislation which created the Commission requires it to consider "the need for and location of new facilities" and the "need for and location of new institutions and campuses of public higher education."[17] In addition, the Legislature has also stated its intent with regard to postsecondary education facilities:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University and Colleges, and such classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non-state-funded community college institutions, branches, and off-campus centers shall be reported to the commission.
>
> It is further the intent of the Legislature that the advice of the commission be utilized in reaching decisions on requests for funding new and continuing graduate and professional programs, enrollment levels, and capital outlay for existing and new campuses, colleges and off-campus centers.[18]

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17. AB 770 (Lanterman); Chapter 1187, Statutes of 1973.

18. Education Code, Section 22713.

As discussed in the Commission's first Five-Year Plan 1976-81, an Ad Hoc Committee was appointed in 1974 to develop policies and procedures for the review of new campuses and off-campus operations. As a result of its deliberations, this Committee proposed, and the Commission approved in April 1975, a document entitled, The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers -- Guidelines and Procedures, (Appendix I). This document established criteria to be considered by the Commission in the review of such proposals, and also outlined a time schedule for the submission of various data, both by segmental governing boards and, in the case of the Community Colleges, by local districts as well. The Guidelines specified that the Commission would review all proposals for new Community Colleges regardless of the source of funding. Additionally, they specified that the following Community College off-campus operations would require Commission review:

1. Those that were planned to operate for at least three years at a single location;

2. Those that would offer courses in several certificate and/or degree programs and/or have a headcount enrollment of more than 500; and

3. Those that would require funding for acquisition, construction or lease.

It was noted that proposals that did not require State funding would be reviewed for advice only, whereas those which did would require Commission approval. Although the Guidelines did not specify who should receive Commission advice on non-State funded projects, in practice, such advice has been directed only to the Board of Governors and to the local district concerned.

In the ensuing months, the staffs of the Commission and the Board of Governors will be working to develop more effective procedures, which delineate the specific responsibilities of each and identify areas of cooperation between them. Through these efforts, a workable mechanism will be created whereby all proposals for new campuses and off-campus operations, which are appropriate for review, will be considered.

Off-Campus Operations Within the California Community Colleges

The growth of off-campus educational services within California over the past fifteen years has been remarkable. According to the Commission's Inventory of Off-Campus Locations and Programs (September 1976), there are currently 4,248 known locations where courses or programs are offered; of these, 2,698 are in the Community College segment. Throughout all of California postsecondary education, the actual number is certainly greater, since data for independent colleges and universities was incomplete.

Prior to 1960, only 54 of the present Community College locations were in operation. Of the current total, 2,274 have been initiated since 1970, as indicated below:

Year	Number of Locations Commencing Operation	Cumulative Total
1970	230	230
1971	113	343
1972	186	529
1973	333	862
1974	521	1,383
1975	891	2,274

Although the table does not indicate how many of these programs were initiated and then cancelled, it does illustrate the growth and the direction of off-campus operations. Furthermore, there are no indications that this growth will diminish in the next few years.

As noted earlier, districts own or lease very few of the facilities currently used for off-campus operations; the vast majority (99.3 percent) having been made available without cost by elementary or high school districts, businesses with vacant space, government agencies and the military, churches, hospitals, and other community organizations. There are indications, however, that districts may be moving toward facility ownership, since the Commission is now receiving proposals for the outright purchase of sites and facilities or for the construction of permanent buildings, using State/local funds or entirely local funds.

This growth of off-campus operations, primarily but not exclusively within the Community College segment, raises questions that previously have not been addressed at the statewide level in a comprehensive manner. In the past, the Legislature has provided substantial State support for the construction of comprehensive central campuses, campuses which have provided a level of educational access unknown throughout the rest of the country. Yet at the local level, and with some philosophical encouragement from the Board of Governors and the Commission, outreach programs have been developed and pursued as California's two-year institutions have moved from the concept of "junior" colleges, whose major functions included preparation for transfer to four-year institutions and technical-vocational education, to "community" colleges, whose responsibilities now include comprehensive programming for a much larger array of educational needs and desires. This philosophy also includes the widely held notion that a true "community" college must not be a static institution operating in only one location, but must also become physically

involved in the community it serves. The practicality or even the wisdom of these efforts to serve a broader constituency may be debated, but there can be little doubt that outreach has resulted from a genuine desire for services on the part of unserved or underserved clienteles and from a sincere attempt to provide them on the part of Community College administrators.

At the statewide level, one of the difficulties encountered in assessing the implications of the outreach movement has been the absence of statutory mandates or specific direction from the Legislature. This is understandable in light of the fact that State funds have not heretofore been used to support off-campus facilities. It now appears that this situation is changing and that the State will become increasingly involved. The challenge, therefore, is to place the outreach movement in its proper perspective within the context of statewide planning and to determine what programmatic or fiscal role the State should play, if any. This question is discussed in the section which follows.

Problem Areas in Program Review and the Review of New Campuses and Off-Campus Operations

This section discusses a number of problem areas identified in program and facilities review. It should be noted that they relate to some of the most difficult and comprehensive issues currently facing postsecondary education in this State, issues that may have implications beyond the immediate concerns of this section. Nevertheless, they are discussed here for two reasons: (1) they have originated from problems encountered in the review of programs and facilities; and (2) none can be resolved without major consequences for both areas.

1. Student Demand in Relation to Manpower Needs

One of the basic principles underlying the Commission's review of proposals for new programs is the goal of providing opportunities for as many students as possible to enroll in programs of study in which they are interested and for which they are qualified. California colleges and universities currently offer an almost baffling array of specialized certificate and degree programs which allow students to prepare for careers of their choice. In only a few of these (such as medicine) are there severe restrictions on the number of qualified persons who can gain admission. There has never been any guarantee, of course, that the number of openings in a given occupational field will correspond to the number of persons trained to fill them. When serious imbalances develop in manpower supply and demand--such as those existing in a number of fields at the present time--it is necessary to ask whether public institutions should continue to expand their offerings in these fields, or even maintain them at the present levels. Put another way, the question is whether the State should subsidize the education of students in specialized occupational fields when there is little or no apparent demand for their skills.

A distinction must be drawn here between traditional liberal arts programs and those in narrowly focused vocational fields. The occupational future for liberal arts students has always been less certain; these programs have been designed not so much to prepare students for a specific career as to develop certain intellectual skills and a broad base of knowledge. There are those who believe, especially in times of economic distress, that such programs are impractical and represent an educational luxury to be discouraged in public institutions. The Commission supports the opposite view: such programs, insofar as they develop the capacity for rational thought and critical judgment, are indispensible to the health and well-being of a democratic society, and no qualified student should be denied the opportunity for this kind of undergraduate educational experience.

This is not meant to disparage the value of certificate and baccalaureate programs designed to equip students with specific occupational skills. It is to indicate that the Commission intends to work more aggressively with the segments in an effort to curtail the proliferation of occupationally oriented programs in fields where the need for additional workers cannot be demonstrated.

2. Assimilation of Programs

The tendency of public colleges and universities to offer specialized training programs traditionally conducted by commercial schools or by companies for their own employees seems to be gathering momentum. Programs for employees of banks, labor unions, fire department, real estate and insurance agencies, military organizations, industrial and manufacturing firms, and travel agencies, among others, are being incorporated into the curricula of a growing number of public institutions, especially Community Colleges, with the costs of these programs consequently transferred to the general public.

The public has traditionally supported a wide variety of vocational training programs and courses that benefit private business and industry by sparing them the expense of training their own employees; therefore, it is difficult to draw the line between occupationally related instruction that is part of a standard curriculum and the kinds of programs referred to here. However, in those cases when programs are established at the request of a business group or an industry which largely determines course content, which supplies the instructional staff, and whose in-service employees make up the majority of students, the question arises as to how far public colleges should go in assimilating the training and instruction once provided by private organizations.

There are indications that the Chancellor's Offices of both the Community Colleges and the State University and Colleges are aware of this conflict and are taking steps to resolve it. Even with more explicit guidelines and regulations, however, it remains a policy question that, with the rapid expansion of off-campus courses and programs, should command the attention of those involved with program review at all levels.

3. Education as Preparation for Employment

The two previous issues, along with others referred to in this document, make it clear that the broad question of postsecondary education as preparation for employment deserves serious discussion. The discussion is one in which others than educators alone must participate; it must also involve employers, legislators, students, and the general public.

While this issue has a bearing on many areas of educational policy, it is particularly relevant to program planning and review. Included

are such topics as the job market of the future, the attitudes of employers, unemployment of the well-educated, the role of career education, the interests of the State, and the value of higher education beyond preparation for employment, among others.

The Commission intends to promote discussion of this question in whatever forms and forums seem appropriate and promise to be productive.

4. Program Areas Proposed for Special Study

During the coming year, the process of conducting in-depth studies in selected program areas will continue. Using the criteria developed last year, the following program areas have been identified for possible study: (1) Teacher Education (carried forward from last year's Plan); (2) Performing Arts; (3) Computer Science; and (4) Social Work and Helping Services.

5. Potential Program Duplication

On the basis of evidence available at this time, and in accordance with criteria developed by the Intersegmental Program Review Council, the Commission staff is questioning the need for the programs that appear in the following lists, as projected in the Master Plans of the segments.

a. Individual Programs: The original intent was to single out specific programs proposed by individual campuses. This has been done with programs in the University of California, as well as with some in the State University and Colleges. Viewed within the context of programs currently available, regionally and statewide, these programs represent potential duplication--for at least the reasons listed under each proposal--and the campuses proposing them are urged to reconsider any plans for developing them further at this time. If the campuses proceed with the preparation of proposals for these programs despite the caution conveyed here, they will be expected to present exceptional justification for offering the program if Commission staff is to concur. These programs are listed in Appendices J and K.

b. Program Areas: Despite the original intent to identify specific programs at individual campuses as potentially duplicative, Commission staff was unable, with some proposed programs proposed by the State University and all proposed by the Community Colleges, to single out specific programs by campus. In questionable cases where a number of individual programs were proposed under one program area, Commission staff strongly suggests that the need for any or all of these programs should be reconsidered. Therefore, the Commission will expect these two segments to review carefully, and to reduce appropriately, the number of

proposed programs in each program area. If campuses proceed with the initiation of programs in any of these areas, special justification of need, especially job market data for occupational programs, will be required before the Commission will concur. These program areas are listed in Appendices L and M.

6. Community College District Organization

For many years, one of the most difficult and controversial issues that has faced Community College planners has been that of district organization. At present, there are 70 districts throughout the State, districts that have been created as the result of local circumstances rather than as components of an overall State plan. There is considerable history behind the creation of each district, but the result, largely in the urban centers, has been the fragmentation of authority in areas that might otherwise be considered relatively homogeneous. At the present time, the five largest counties in California (Los Angeles, Orange, San Diego, Santa Clara, and Alameda) are represented by 29 different Community College districts. There is some evidence that this district arrangement has led to proposals for the location of campuses and off-campus centers which do not fully serve the interests of either economic efficiency or geographic diversity.

From time to time, official agencies have looked at district organization with respect to specific areas of the State. For example, a report was prepared in 1960 for the Orange County Committee on School District Organization which recommended "that serious consideration be given to one junior college district for the entire county." The alternative recommendation was for a three, rather than a four-district arrangement. Orange County presently has four districts. A more recent case occurred in 1972 when a private consulting firm was retained by the several Community College districts in San Diego. The firm outlined proposals for district organization as possible options to be considered; these varied from a two-district organization to a four-district plan. It did not, however, make any formal recommendations.

There are a number of reasons why responsible officials would feel the need to periodically reexamine the alignment of Community College districts. Among them would be a recognition that changing populations can often have dramatic effects on overall district size, tax bases, ethnic composition, age groupings, and other factors. It is also true that when several districts are located in one metropolitan area, it is not always possible for each to fully consider the needs of adjacent (but out-of-district) areas, even though individuals in those areas may have very similar requirements for educational services. This is not to say that there is no communication among districts when new facilities and programs are being planned; there is ample evidence that such communication does occur

and can be effective in meeting some basic mutual needs. But Commission staff has discovered several cases where interdistrict communication has resulted less in sound regional planning than in a de facto policy of noninterference. The full extent to which this actually may be occurring is presently unknown and must await further investigation.

Commission staff well understands that changes in district boundaries involve major alterations in both administrative and financial organization. Any realignment of districts requires changes in tax rates and State support as well as in staff assignments and supporting services. Changes of this type and magnitude are traumatic to those directly involved and should not be attempted unless the evidence supporting such changes is compelling. But if it is possible to demonstrate that consolidation or decentralization of districts will result in better service to a particular population group at a lower overall cost and with a more equitable distribution of the financial burdens involved in providing services, then the inconvenience that inevitably accompanies such changes may be bearable and even necessary.

Commission staff believes that the problem of district organization should be reexamined as comprehensively as possible and that there is sufficient evidence to justify such an effort. This evidence relates primarily to the problems associated with the proposed location of facilities within Santa Clara and Orange Counties. But to conduct a study related only to these areas would be inadequate, as the problem of district organization affects all counties in California with large populations and multidistrict arrangements.

Commission staff also believes that any study of district organization should be conducted by a broadly representative group with a specific charge and adequate funding. The most appropriate agency to authorize such a study is the Legislature, as it has the authority both to appropriate the necessary funds and to take action on any recommendations that might result from the study.

7. Adult Programs in Postsecondary Education

Another problem area that may require increasing attention relates to the assumption of entire secondary school adult programs by Community College districts and the attendant provision of facilities for these programs. At present, the most notable examples are the San Diego Community College District, which currently operates adult programs in seven off-campus centers and is planning the establishment of seven more, and the San Francisco Community College District, which was given full responsibility for the administration of all adult programs in the city in 1971.

Commission staff has encountered several situations throughout the State where there appears to be overlap and even conflict in the

administration of adult programs. This fact is generally recognized and was one of the primary reasons for the passage of AB 1821, Montoya (Chapter 1269, Statutes of 1975), which established the Regional Adult and Vocational Education Councils. These Councils are specifically charged "to eliminate unnecessary duplication of offerings and to recommend the appropriate level of instruction for new offerings." In fulfilling its charge, each Council is required to file annual progress reports to the Chancellor of the California Community Colleges, the Superintendent of Public Instruction, and the California Postsecondary Education Commission.

Commission staff will watch with interest the activities of these Councils, which are due to file their first reports by June 30, 1977. Staff will also review more thoroughly the possibility of Community Colleges in selected areas of the State assuming the full responsibilities for the administration of local adult programs. At this time, however, there is not sufficient information available to permit the development of statewide policy on this question.

8. Financial Support for Off-Campus Operations

The growth of off-campus operations within postsecondary education has been impressive over the past several years particularly within the Community Colleges. With regard to the senior segments, the question of providing State capital outlay support for off-campus facilities has largely been resolved, since such support for virtually all facilities already comes from State sources. Within the Community Colleges, however, the issue is more complex because many districts finance facilities with local funds or a combination of State and local support.

To date, the State has provided little financial support for the construction or acquisition of Community Colleges' off-campus facilities and none for leasing such facilities, which is not permitted by State law. The issue is whether the State should broaden its commitment to include capital outlay for off-campus operations. Thus far, that commitment has been effectively limited to central campus facilities and the State may well decide not to expand its support. If so, districts will have to continue to provide off-campus sites and facilities from their own resources, and it is likely that this will have the effect of restricting the outreach movement in the future.

To some extent, the problem is one of consistency, as the State is currently providing substantial amounts for operational support. It can logically be argued that if Community College off-campus programs deserve operating support, they also deserve support for site acquisition and facility construction. If this argument is accepted, a consistent public policy would require that there be no discrimination between operational and capital outlay funding either on or

off campus. Clarification, or even resolution, of this issue will be a major task in the coming year, since it could have major implications, both financial and educational, for public postsecondary education.

Recommendation

The California Postsecondary Education Commission believes that many of the issues discussed here are of such importance that they transcend the purview of any single public agency. The problems of student demand and State funding for educational programs, of Community College district organization, of vocational programs, of adult programs, and financial support for off-campus operations, are all within the legitimate areas of interest of many agencies, including the Governor, the Legislature, the Postsecondary Education Commission, the Board of Governors of the California Community Colleges, the Department of Education and local Community College districts. Because of this, the Commission will give consideration to means of undertaking or encouraging major statewide studies of the problems listed in this section.

APPENDIX A

PLANNING FUNCTIONS ASSIGNED TO THE CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

PLANNING FUNCTIONS ASSIGNED
TO THE
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

The planning functions assigned to the Commission, which are listed below, are excerpted from Chapter 5.5 of the Education Code:

1. It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and systemwide long-range plans in a form determined by the commission after consultation with the segments. [Section 22712(1)].

2. It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans. The commission shall seek to resolve conflicts or inconsistencies among segmental plans in consultation with the segments. If such consultations are unsuccessful, the commission shall report the unresolved issues to the Legislature with recommendations for resolution. [Section 22712(2)].

   In developing such a plan, the commission shall consider at least the following factors: (a) the need for and location of new facilities; (b) the range and kinds of programs appropriate to each institution or system; (c) the budgetary priorities of the institutions and systems of postsecondary education; (d) the impact of various types and levels of student charges on students and on postsecondary educational programs and institutions; (e) appropriate levels of state-funded student financial aid; (f) access and admissions of students to postsecondary education; (g) the educational programs and resources of private postsecondary institutions; and (h) the provisions of this division differentiating the functions of the public systems of higher education.

3. It shall update the state plan annually. [Section 22712(3)].

4. It shall participate in appropriate stages of the executive and legislative budget processes as requested by the executive and legislative branches and shall advise the executive and legislative branches as to whether segmental programmatic budgetary requests are compatible with the state plan. It is not intended that the commission hold independent budget hearings. [Section 22712(4)].

5. It may undertake such other functions and responsibilities as are compatible with its role as the statewide postsecondary education planning and coordinating agency. [Section 22712(21)].

APPENDIX B

ENROLLMENT AND REVENUE PROJECTIONS

POSTSECONDARY EDUCATION
ENROLLMENT PROJECTIONS: 1980-2000

Long-range enrollment projections for California public postsecondary education have undergone substantial modification over the last several years as a result of short-term fluctuations in student enrollment demand, participation rates, age attendance patterns, the expiration of federal, military, veterans financial assistance, and other factors.

The latest projections, included in Table 1 of this appendix indicate a 3.4 percent annual enrollment increase (17 percent total) for the public segments between 1975 and 1980, primarily reflective of continued growth in the community colleges. Total public segment enrollments are projected at virtually a steady state between 1980 and 1990; a 2.5 percent total increase for the decade is the result of a downward demographic turn in the traditional college age population. Moderate growth in the community colleges is projected for this period, accompanied by an absolute decline in enrollments for the senior segments. For the decade 1990 to 2000, a moderate annual increase of approximately 1.5 percent (12 percent for the decade) is projected for the public segments, the result of almost proportionately equal growth in each of the three segments.

No enrollment projections are currently available for all California private postsecondary institutions; enrollments shown in Table I are for AICCU institutions only. The projections for independent institutions indicate that their enrollments will, to an extent, parallel that of the University of California and California State University and Colleges, partially due to the fact that independent institutions draw from similar eligibility pools of students. Independent institutions are projected to hold their percentage share of students in relation to the public segments.

In summary, Table 1 shows that by the year 2000 the total postsecondary education student population in California will be approximately 2.26 million, a 33 percent increase (1.32 percent

TABLE 1

ACTUAL AND PROJECTED UNDERGRADUATE HEADCOUNT STUDENT ENROLLMENT BY AGE AND SEGMENT FOR CALIFORNIA POSTSECONDARY EDUCATION[1]

YEAR AND SEGMENT	TOTAL ENROLLMENT	ENROLLMENT BY AGE GROUP				
		20	20-24	25-29	30-34	35
1972						
CC	921,954	244,488	247,585	143,686	91,102	195,093
CSUC	216,422	41,162	112,826	37,515	11,726	13,193
UC	79,465	29,903	42,463	4,730	1,072	1,297
PI	77,978	Not available				
Subtotal (by age)	(1,117,039)	315,553	402,874	185,931	103,900	209,583
TOTAL	1,295,504					
1973						
CC	1,009,317	250,082	257,436	164,333	109,461	228,005
CSUC	223,130	43,263	112,674	39,518	13,308	14,367
UC	84,989	34,062	43,364	5,189	1,272	1,102
PI	81,074	Not available				
Subtotal (by age)	(1,272,970)	327,407	413,474	209,040	124,041	243,474
TOTAL	1,398,510					
1974						
CC	1,134,609	254,922	284,089	196,411	123,579	275,608
CSUC	225,738	44,490	113,890	38,730	13,714	14,914
UC	87,354	32,961	46,118	5,572	1,388	1,315
PI	87,143	Not available				
Subtotal (by age)	(1,406,624)	332,373	444,097	240,713	138,681	291,837
TOTAL	1,534,914					
1975						
CC	1,281,886	279,139	305,224	223,384	140,342	333,797
CSUC	239,051	45,263	119,860	40,424	15,790	17,614
UC	92,056	33,630	49,353	5,977	1,596	1,500
PI	89,340	Not available				
Subtotal (by age)	(1,555,333)	358,032	474,437	269,785	157,828	352,911
TOTAL	1,702,333					

1. Enrollments shown for private institutions (PI) include only AICCU institutions and thus exclude private vocational, proprietary, and technical schools for which data are not available for the purposes of this presentation.

TABLE 1--Continued

ACTUAL AND PROJECTED UNDERGRADUATE HEADCOUNT STUDENT ENROLLMENT BY AGE AND SEGMENT FOR CALIFORNIA POSTSECONDARY EDUCATION

YEAR AND SEGMENT	TOTAL ENROLLMENT	ENROLLMENT BY AGE GROUP 20	20-24	25-29	30-34	35
1980						
CC	1,543,710	303,928	373,429	284,657	170,985	410,711
CSUC	247,100	46,900	126,300	40,600	17,000	16,300
UC	96,700	33,500	53,100	6,900	1,800	1,400
PI	91,200			Not available		
Subtotal (by age)	(1,887,510)	384,328	552,829	332,157	189,785	428,411
TOTAL	1,978,710					
1985						
CC	1,585,540	261,283	362,639	299,842	199,578	462,198
CSUC	245,200	39,600	124,300	44,400	19,200	17,700
UC	91,700	28,300	52,300	7,500	2,000	1,600
PI	93,100			Not available		
Subtotal (by age)	(1,922,440)	329,183	539,239	351,742	220,778	481,498
TOTAL	2,015,540					
1990						
CC	1,611,540	273,800	316,817	294,459	218,739	507,725
CSUC	234,400	41,500	108,700	43,600	21,100	19,500
UC	86,700	29,700	45,700	7,400	2,200	1,700
PI	94,950			Not available		
Subtotal (by age)	(1,932,640)	345,000	471,217	345,459	242,039	528,925
TOTAL	2,027,590					
1995						
CC	1,652,530	294,232	320,972	256,217	214,468	566,641
CSUC	235,100	44,600	110,100	38,000	20,700	21,700
UC	88,700	31,900	46,300	6,400	2,200	1,900
PI	96,850			Not available		
Subtotal (by age)	(1,976,330)	370,732	477,372	300,617	237,368	590,241
TOTAL	2,073,180					
2000						
CC	1,798,190	353,712	375,394	259,656	186,114	623,314
CSUC	263,300	54,200	128,700	38,500	18,000	23,900
UC	103,000	38,300	54,200	6,500	1,900	2,100
PI	98,720			Not available		
Subtotal (by age)	(2,164,490	446,212	558,294	304,656	206,014	649,314
TOTAL	2,263,210					

Source: Department of Finance, Population Research Unit, December 1, 1976, and estimates made by California Postsecondary Education Commission. Enrollments shown are based upon demographic projections and are not enrollment targets planned by the segments.

GENERAL FUND EXPENDITURES FOR CALIFORNIA POSTSECONDARY EDUCATION

The State currently spends more than one and one-half billion dollars annually to realize its postsecondary education goals and objectives. The consequences of these expenditures are obtained directly through institutional financial operating and capital outlay support for public institutions, through scholarship and grant programs which provide aid to students attending both public and private postsecondary education institutions, and through a number of more specific and/or indirect programs such as support for research and public service activities and provision of tax exemptions.

Indirectly, State funding also influences the level and type of local, federal, and private expenditures and contributions for California postsecondary education. In turn, the quality and availability of educational services thus provided are important determinants of student choice in attending postsecondary education institutions. State expenditures strongly influence whether or not students attend postsecondary education institutions, which programs students choose to enroll in, and the length of time they spend attempting to obtain higher learning and advanced skills.

Table 2 shows actual and projected direct State expenditures for California postsecondary education from 1970-71 through 1976-77, and compares these expenditures to total State revenues for the same period.

TABLE 2

EXPENDITURES FROM STATE GENERAL FUND FOR
POSTSECONDARY EDUCATION OPERATIONS
(in millions of dollars)

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77*
University of California (including Hastings)	338	337	386	448	516	585	681
California State University and Colleges	305	316	373	429	487	538	614
California Community Colleges**	165	182	192	281	353	414	515
California Maritime Academy	1	1	1	1	2	2	2
CPEC, CCHE, WICHE, Board of Governors CCC	1	1	2	2	3	3	4
State Student Aid Commission	16	19	28	36	43	51	61
TOTAL	826	856	982	1,197	1,378	1,575	1,887
State Revenue	5,917	6,897	7,670	8,431	10,043	10,776	12,700
Total PSE Expenditures as a percentage of State revenue	14%	12.4%	12.8%	14.2%	13.7%	14.6%	14.9%

Source: Governor's Budgets
*Estimated
**Excludes property tax relief.

In order to estimate future State expenditures for postsecondary education, it is necessary to make some assumptions about future State funding activities. The expenditures projected in Table 3 assume that State revenues and expenditures will grow at approximately the same rate as that projected for the private sector of the economy in California for the period in question, and that State expenditures for postsecondary education will command roughly the same proportion of total revenue as has been the case over the last five years, modified by student enrollment projections. Projections have been made under the assumption that increases in State support for postsecondary education will be influenced both by increases in enrollment and inflation. Inflation has been projected at an annual rate of six percent. Student enrollment modifications have been made based upon segmental and Department of Finance estimates of full-time equivalent and average daily attendance enrollments requiring State support, consistent with the methodologies employed to determine State General Fund allocations by the Governor, the Department of Finance, and the Legislature.

TABLE 3

ESTIMATED GENERAL FUNDS EXPENDITURE FOR
POSTSECONDARY EDUCATION: 1981-82
(in millions of dollars)

	State Support 1981-82	Local Support 1981-82	Total Support (State and Local)
University of California	$ 911	--	911
California State University and Colleges	836	--	836
California Community Colleges	792	700	1,492
California State Student Aid Commission	80	--	80
All Other	9	--	9
TOTAL	$2,628	$700	$3,328

The estimates shown in Table 3 do not indicate the substantial State support which has been provided in the past for capital outlay (construction of facilities) in public postsecondary education. Table 4 shows State expenditures for capital outlay from 1970-71 through 1975-76 in the three public segments of postsecondary education. Because of the projection of partial enrollment stabilization and other factors influencing State spending for capital outlay, no projections of future State spending for capital outlay are included here.

TABLE 4

CAPITAL IMPROVEMENT PROGRAMS 1970-75
(in millions of dollars)

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76
UNIVERSITY OF CALIFORNIA						
Total funding requested[1]	$126.2	$106.2	$149.6	$220.4	$153.0	$142.8
Total expended[1]	42.5	35.1	57.5	141.7	105.2	39.4
State funds[1]	8.0	27.6	10.0	90.4	36.2	18.2
Non-State funds[1]	34.5	35.7	47.5	51.3	69.0	21.2
CALIFORNIA STATE UNIVERSITY AND COLLEGES						
Total funding requested[4]	$159.0	$176.0	$162.0	$147.0	$ 80.0	$ 84.0
State funds[4]	117.0	137.0	132.0	129.0	77.0	76.0
Non-State funds[4]	43.0	39.0	30.0	18.0	3.0	8.0
Total expended[2]	60.0	45.0	45.0	68.0	126.0[3]	24.0
State funds[2]	30.0	20.0	22.0	42.0		
Non-State funds[2]	30.0	25.0	23.0	26.0		
COMMUNITY COLLEGES						
Total funding requested[5]	$ 38.0	$ 70.9	$ 78.7	$113.9	$ 93.0	$113.7
State funds[5]	19.0	41.7	45.2	62.8	47.1	58.5
District funds[5]	15.6	29.2	33.5	51.1	45.9	55.2
Federal funds	3.4	3.0	--	--	--	--
Total expended[2]	34.0	73.0	48.0	143.0	98.0[3]	39.0
State funds[2]	18.0	41.0	28.0	76.0		
District funds	16.0	32.0	20.0	67.0		

1. This table is similar to that included in the first Five-Year Plan. It has been amended subsequent to discussions with UC during 1976 and 1977.
2. Governor's Budget.
3. Governor's 1975-76 Budget, estimated expenditure.
4. California State University and Colleges Capital Outlay Program Requests.
5. Community College Capital Outlay Program Requests, Chancellor's Office.

APPENDIX C

REPORT ON 1976 PRIORITIES

REPORT ON 1976 PRIORITY PROGRAMS

PRIORITY 1: STATE-LEVEL POSTSECONDARY EDUCATION INFORMATION SYSTEMS

Develop a series of comprehensive state-level systems of information collection, storage, retrieval, and dissemination which will facilitate the making of informed decisions about postsecondary education.

Program 1

Use the results of the federally sponsored annual Higher Education General Information Survey (HEGIS) to create a computer-based, state-level higher education data system.

Status: A computerized data base, accessible via a terminal located in the CPEC offices, was initiated in August 1975 from five years of historic data acquired from the National Center for Education Statistics. The first two files, opening fall enrollment and financial statistics of institutions of higher education, were supplemented during the year by the following additional files: degrees and other formal awards conferred, 1974-75 (228 California colleges, 2900 colleges nationwide); faculty salaries, 1974-75 (153 California colleges, 1900 colleges nationwide); federally funded college work study programs, national direct student loans, and supplemental educational opportunity grants, 1971-72, 1974-75 (278 California institutions); and federally funded basic educational opportunity grants data, 1974-75 (1900 colleges nationwide).

Program 2

Develop a computerized state-level data base tailored to the needs of planners and decision makers for California postsecondary education in the Commission and in the executive and legislative branches of government.

Status: Pursuant to Education Code Section 22712(13) a computerized inventory of off-campus programs and locations was created for all public and independent institutions. To assist CPEC staff in studies of community college financing, a computerized California community college financial record file was placed at the Teale Consolidated Data Center using data supplied by the Chancellor's Office, California Community Colleges. Currently, discussion is in the final stages between CPEC staff and staff of the three public segments for implementation of computerized data bases in the following areas: student enrollment; degrees conferred; institutional

characteristics; academic and occupational program inventory. CPEC staff is reviewing existing and proposed information systems within the three public segments and the Student Aid Commission.

Program 3

Develop a directory/index system for locating selected postsecondary data and information which are retrievable from sources other than the Commission library and computerized data bases.

Status: This project, actively pursued in June-July, 1975, has temporarily been relegated to a lower priority due to more pressing needs of the Commission

Program 4

Develop a reference library (clearinghouse for postsecondary education) for use by the Commission and others whom the information systems are intended to serve.

Status: A senior librarian has been added to the Commission staff, 550 feet of metal shelving have been installed, and 10,000 publications have been made available for circulation. The library receives 187 periodicals and newsletters. Library staff has produced a bibliography of sixteen years of CCHE and CPEC publications, and card index to CCHE and CPEC agenda items covering the past sixteen years. This specialized higher education research library has provided service to a monthly average of 150 inquirers, including staff, legislative committees, planning agencies, State library, higher education agencies in other states, graduate and undergraduate students, the Council of State Governments, etc.

Program 5

Implement the criteria for evaluating the effectiveness of postsecondary education, as adopted by the Commission in June 1975.

Status: Two of the seven aspects of postsecondary education proposed for annual monitoring have been selected for initial attention in data collection and analysis. They are (1) access and admission to postsecondary education, including student financial aid, and (2) student quality and performance. Staff has identified types of student data which can be made available routinely for various applicant and enrollment groups for both public and independent institutions awarding the baccalaureate degree. In addition, staff is participating in the Information Systems Division planning to develop computerized information relating to students/enrollments

in all segments of postsecondary education. However, staff work on the community college student flow project produced the findings that few descriptors are now available which are appropriate to the new student clienteles in the community colleges and that new measures are needed.

An ad hoc advisory committee from the segments and campuses has been appointed to work with staff in the development of plans for the collection and analysis of data relating to student characteristics and performance. In addition, a subcommittee of the standing Committee on Information Systems has been designated to work with staff in this area.

A first substantive report is planned for submission to the Commission in February 1977. Work on student access and performance is expected to continue beyond that date, with work to be commenced on other aspects of postsecondary education as time permits.

Additional emphasis on evaluation as a Commission activity has been provided by the recent position paper on the Role of the Commission, which was adopted in December of 1976.

Program 6

Complete Through the Open Door, A Study of Persistence and Performance in California's Community Colleges as required in Senate Bill 772 (1972).

Status: A final report of this study was accepted by the Commission at its February 1976 meeting, transmitted to the Legislature in March, and considered by the Board of Governors of the Community Colleges in April. In accepting the report, the Commission requested that the Board of Governors advise it by December 31, 1976 as to what progress the Community Colleges were making in implementing the report's recommendation. Since completing the report to the Legislature, staff has discussed the findings and recommendations with various groups of faculty members, administrators, student personnel workers, and trustees on Community College campuses and at regional and state meetings of Community College personnel.

The project is expected to end following preparation of two supplemental reports of the analysis of data relating to (1) students who have transferred to institutions awarding the baccalaureate degree, and (2) recipients of student financial aid, including EOPS students.

PRIORITY 2: ADULT EDUCATION

Determine the need for new services to part-time adult students and the best means for meeting this need.

Program 1

Determine the extent and nature of present programs of adult education in California, including those sponsored by the public collegiate sector, the independent collegiate sector, the public secondary sector, and the independent vocational training sector.

Status: Commission staff developed during 1975 a taxonomy of adult education programs and services which was utilized by the Commission, the Department of Finance, and other agencies to collect information about adult education in developing financing proposals for this sector of postsecondary education.

As a part of the postsecondary education data base being developed by the Commission, information on part-time student enrollments and adult education enrollments is being routinely collected by the Information Systems Division.

This information collection effort will be continued as a routine function of the Commission. This priority program should not require explicit continuation in the Five-Year Plan.

Program 2

Develop procedures for inventorying the adult education activities of business, industry, and the professions (including government and the military), as well as those programs sponsored by private agencies which are open to the public and which are not subject to regulation by the State.

Status: The continuing Commission study of adult education (now the part-time student) will expand its scope to include consideration of the role of business, industry, government, and the military in providing post-secondary education in the State. Identification of educational activities within these sectors will be part of the study's tasks during 1977.

Program 3

Assess the present structure of administration and coordination of adult education programs in the public sector, and make recommendations concerning any new administrative structures or delivery systems which seem necessary.

Status: This assessment was begun as a part of a broad study of adult education, but the emphasis of the study shifted to financial matters as a result of legislative concerns with reforming adult education finance. Thus, the assessment is incomplete.

Organizational mechanisms for validation of prior and experiential learning of adults were explored in a Commission-sponsored symposium in November of 1976. The proceedings of this symposium will be distributed to interested parties.

Under AB 4325, the Commission is required to study a number of aspects of adult education, including coordination of activities and media; this study will provide additional insight to the effectiveness of the present organization structure of adult education.

Program 4

Assess the present system of financing adult education in California, and make recommendations concerning any new approaches to funding which seem necessary.

Status: This program resulted in a Commission proposal, Adult Education and Community College Finance,* adopted in February 1976. Subsequently, the Commission participated in numerous legislative hearings on various proposed measures to replace the five percent State appropriations cap on adult education and the Community colleges for fiscal year 1976.

Two pieces of legislation affecting financing of adult education came out of the 1976 session: AB 1821 which set up community councils to resolve problems of duplication, and SB 1641 which eliminated some of the financial incentives to districts to expand adult education.

Under a separate planning priority (see Financing Postsecondary Education, Priority 3) a more comprehensive study (involving capital outlay funding as well as operational funding) of community college finance is currently underway and is scheduled for completion by March 1977.

PRIORITY 3: FINANCING POSTSECONDARY EDUCATION

Provide adequate funding for operating and capital needs of public postsecondary education and employ the most effective methods for determining the adequacy of State funding for postsecondary education in California.

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*California Postsecondary Education Commission, Adult Education and Community College Finance, Agenda Report, February 1976.

Program 1

To improve procedures for determining the level and sources of operating and capital outlay funding for California's Community Colleges.

Status: This program is being implemented through the Commission's study on Community College Financing. This study has been underway for some time and a progress report was submitted to the Commission in July 1976. Final adoption of a report is planned for March 1977 with subsequent transmittal to the Legislature.

Certain aspects of this topic are addressed in Priority 2 of Section III of this update, particularly those that relate to financial support of adult (part-time) students.

Program 2

Develop a process which will permit evaluation of segmental budget requests within the context of the Statewide Five-Year Plan for Postsecondary Education.

Status: This year the Commission staff sought to gain an understanding of the segmental budget planning process and participated in several budget hearings at the request of the Senate and the Assembly. The Commission has now been requested by the Department of Finance "to review selected Budget Change Proposals submitted to Finance by the segments" and to "initiate budget change proposals of its own, with particular emphasis on cross-segmental issues." To meet this request, Vice President McCorkle of UC has suggested that CPEC staff hold discussions with segmental leadership early in the budget process to identify major critical issues that will be coming up and to gain an early appreciation of critical budget issues. Such discussions are the first steps, but development of a clearly defined role in the budgetary process for the Commission remains a major item for ongoing discussions among the CPEC, the segments, the Department of Finance and the Legislative Analyst. Furthermore, CPEC's ability to play a useful and independent role in the budgetary process is contingent upon the further development of the Commission's Five-Year planning process. Budgeting is sequentially one of the last steps in the planning process.

Program 3

Develop procedures for determining the financial needs of independent institutions and the extent to which the State should aid in meeting these needs.

Status: Staff has prepared and submitted to the Legislature a preliminary report which outlines the direction and organization of the study project, indicates the questions which will be asked and answered, and provides a basis for critical discussion and contribution to the project from legislative staff and representatives from independent and public institutions.

The final report will be presented to the Commission in April of 1977. This report will assess the current and long-range financial condition of the State's independent colleges and universities, as well as consider the amount, effectiveness, and impact of State aid made available to the independent sector.

PRIORITY 4: REGULATION OF PRIVATE VOCATIONAL INSTITUTIONS

Encourage the participation of independent colleges and universities and private vocational institutions in the statewide planning process to ensure the orderly development of postsecondary education in California.

Program 1

Determine the nature and extent of the private vocational sector of postsecondary education in California by identifying each institution, its programs, enrollments, and output of graduates.

Status: In December, the federally sponsored "Postsecondary Career School Survey," coordinated by CPEC Information Systems, was mailed to 1,880 private vocational schools, from a list that was known to include duplication, defunct schools, and other discrepancies. One thousand and ninety-five completed surveys were returned, reporting about 165,000 students enrolled during academic year 1974-75. The highest number of schools reported were in the cosmetology field with next highest numbers in flight training, business, health careers, and real estate. At this time, the Commission estimates that there are 1,500 private vocational schools in California, enrolling about 200,000 students yearly. Information is lacking in the area of output, or the number of students completing programs, for these schools.

Program 2

Assess the effectiveness of Division 21 of the Education Code in providing State control over the establishment and in assuring standards of educational quality among private vocational institutions, and determine the most appropriate and effective means for administering this statute.

Status: The report, entitled The Role of the State in Private Postsecondary Education: Recommendations for Change, was adopted by the Commission in July of 1976. This study concluded that there are major deficiencies in the administration and enforcement of Division 21, that the Code is inadequate in several areas of student consumer protection, and that there are loopholes in the provisions for the establishment of degree-granting institutions which might allow unethical, unscrupulous operators to establish and operate schools against the public interest.

The report recommends a complete revision of Division 21 as well as the establishment of a new administrative agency responsible for the regulation and promotion of private postsecondary education. Following Commission action in July, a legislative proposal was developed by staff and will be presented to the Legislature in January 1977.

PRIORITY 5: REGIONAL PLANNING

Encourage regional interinstitutional or intersegmental cooperation which will facilitate and enhance the effective coordination and delivery of educational services.

Program 1

Design a structure for regional planning and make appropriate recommendations on this and other alternatives to the Governor, Legislature, and segments of postsecondary education.

Status: The concepts of regional planning and intersegmental cooperation were addressed in the staff report Regional Planning for Postsecondary Education, which was adopted by the Commission in February 1976.

While the report considered several alternative structures for implementing regional planning, the recommendation was for a combination program of three pilot councils and a grant fund. A bill embodying the Commission recommendations was introduced in March 1976 by Assemblyman Vasconcellos (AB 4326). The bill was passed by the Assembly Education Committee, but was defeated by the Assembly Ways and Means Committee. The Commission still considers regionalism and intersegmental cooperation to be of great importance to postsecondary education in California and will continue to work for legislation to implement its recommendations.

PRIORITY 6: EQUAL EDUCATIONAL OPPORTUNITY

Work toward the equitable participation of ethnic minorities and women in the admission and retention of postsecondary education students.

Program 1

Establish a statewide intersegmental equal education opportunity program in academic, support services, and public service areas in order to increase the access of ethnic minorities and women to postsecondary education institutions.

Status: The institutions of public postsecondary education are only in the beginning stage of developing a student affirmative action program. In April 1976, the Commission reported to the Legislature and the Governor on the current situation in the student affirmative action programs of the public segments and presented some initial recommendations and guidelines for the development of a comprehensive statewide plan for student affirmative action.

In June 1976, Commission staff began working with the three public segments on a second report, which will present a detailed discussion of the activities and costs of current and proposed programs in a statewide student affirmative action plan. This second report will be completed by July 1977. Both reports are a result of ACR 151, which calls upon the public segments to address and overcome, by 1980, the ethnic, sexual, and economic underrepresentation in their student bodies.

In 1977, the scope of this priority will be broadened to include older adults and the disabled or handicapped. (See the section on "Priorities for 1977" for a more extensive discussion of this issue.)

PRIORITY 7: EVALUATION OF PROGRAM QUALITY

Assess the quality of academic and vocational programs, and the means used for establishing, maintaining, or improving such quality.

Program 1

Develop better measures for assessing the quality of educational programs.

Status: The development of such measures has not been a major staff activity in 1975-76, in part because of the difficulty in obtaining consensus on how the assessment of quality can best be studied from the perspective of a state coordinating agency. In the early stages of the preparation of this update, it became clear that consensus exists across a broad spectrum of postsecondary education that the quality of education must be a continuing concern. This concern underlies several of the priorities in Section III of this update.

During 1976 staff requested the segments to submit a schedule of program review activities at the campus and segmental levels for the most recent academic year. This survey, while designed in part to indicate what measures of program quality and effectiveness are being employed, is intended basically to reveal the nature and extent of program evaluation as a feature of the academic process on the campuses of the public segments.

An interesting evaluation procedure exists in the Community College Occupational Program Evaluation System (COPES), which is the primary vehicle for the Community College review of quality of occupational programs. The system was developed with federal funds made available under Part B of the Vocational Educational Act under the leadership of the Chancellor's Office.

PRIORITY 8: EDUCATIONAL AND CAREER COUNSELING

Ensure that all persons have convenient access to educational and career counseling in order that they be encouraged to make informed choices from among all available options.

Program 1

Provide access to educational and career counseling for prospective students not enrolled in educational institutions.

Status: ACR 159 directed the Commission to prepare a plan for establishing community counseling centers for postsecondary education. The resulting study, Establishing Community Advisement Centers, recommended a pilot program composed of both an urban and a rural model; it was adopted by the Commission in February 1976. Enabling legislation was introduced by Assemblyman Vasconcel in March 1976 (AB 4323). The bill received a favorable vote in the Assembly Education Committee, but was defeated in Assembly Ways and Means.

The California Postsecondary Education Commission continues to support the concept of community advisement centers. The experience of the Commission is that such advisement at the community level is a widely-expressed social need. The Postsecondary Alternatives Study of the Educational Testing Service bears out the fact that large numbers of Californians identify advisement and counseling in educational matters as a current personal need.

PRIORITY 9: VOCATIONAL EDUCATION

Develop and maintain an integrated statewide vocational education planning process involving all affected State agencies concerned with vocational education planning at both the secondary and postsecondary levels.

Program 1

Establish a staff-level interagency planning council for vocational education comprised of representatives from the staffs of the Commission, the State Department of Education, the Council for Private Postsecondary Education Institutions, the California Advisory Council for Vocational Education, and the Statewide offices of the California Community Colleges, the State University and Colleges, the University of California, and a representative of an independent college or university.

Status: Commission staff was involved in early discussions last year on the possibility of establishing an interagency council. However, the need for Commission action on this program was reduced by enactment of AB 1821 establishing regional vocational councils. Subsequent to the passage of AB 1821, the Commission voted not to endorse the concept of a statewide interagency council until the local AB 1821 councils established by this legislation have had a chance to demonstrate their capability in resolving problems. The councils, which became operational on July 1, 1976, are required to transmit their delineation of function agreements, regional plans, and annual reports to the Commission. Inasmuch as these councils have no responsibility for credit courses at community colleges, there may be need for follow-up legislation in the coming year to ensure that this portion of the total vocational education program is also coordinated.

PRIORITY 10: STUDENT FINANCIAL AID

Work to eliminate financial barriers which prevent students from selecting and pursuing the educational program for which they are qualified.

Program 1

Assess the effectiveness of existing student financial aid programs (federal, State, and institutional) in providing access to and reasonable choice among postsecondary institutions and programs.

Status: Commission staff have participated on the Technical Advisory Committee to the Student Aid Commission project, Phase I, Master Plan for the Administration and Coordination of Publicly Funded Student Aid in California (completed June 30, 1975), and are currently participating on the committee for Phase II. In addition, in response to a recommendation in the Phase I report, a joint Student Aid Research Advisory Committee has been appointed by the directors of the two Commissions (Postsecondary Education and Student Aid), which will attempt to develop recommendations about needed state-level research and data collection in the area of student

financial aid, and the appropriate division of responsibility between the two commissions. A Commission staff member is participating as a member of this committee, in addition to the director's involvement in guiding the work of the group.

Specific proposals for the Postsecondary Education Commission's work in this area are expected to grow out of the committee's report, which the Commission should consider sometime early in 1977.

PRIORITY II: COLLECTIVE BARGAINING

Ensure that in the process of collective bargaining, the operations and philosophy of postsecondary educational institutions be retained in the context of academic freedom and collegiality.

Program 1

Monitor all legislation which would establish and/or affect collective bargaining in postsecondary education.

Status: Commission staff has maintained files on all legislation relating to the establishment of collective bargaining in postsecondary education. These files include bill analyses and all amended versions.

Collective bargaining now exists in the K-14 grades in California. The monitoring of collective bargaining legislation will continue to be a responsibility of the legislative staff of the Commission.

Program 2

Develop a series of assumptions upon which any collective bargaining for postsecondary education should be based.

Status: A number of assumptions were developed by a consultant and presented to the Governmental Relations Committee in May of 1976 as an information item. No formal action has been taken by the Committee on these assumptions.

Program 3

Establish a central depository for information on the number and varying provisions of contracts signed, should collective bargaining be further extended to public postsecondary education personnel.

Status: This program has not been addressed by the Commission or staff. The original intent of this program was to collect information on collective bargaining agreements to make the Commission more aware of the scope of such agreements, and to ensure that the agreements were consistent with Commission policies on collective bargaining. The current collective bargaining law narrowly specifies the scope of such agreements, thus making it unnecessary to "watchdog" the large number of individual agreements which will be signed as the law is implemented.

APPENDIX D

DOCUMENTS PUBLISHED IN 1975-76
BY THE
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

DOCUMENTS PUBLISHED IN 1975-76
BY THE
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Report #	Title	Date Published
74-1	Through the Open Door #4; a limited view of performance	July 1974
74-2	Standards for community college library facilities	Sept. 1974
74-3	Plan for a pilot educational advisement center in Sacramento	Sept. 1974
74-5	Title VI-A of the Higher Education Act of 1965; 1974-75 California State Plan; Instructional Equipment and Educational Television	Dec. 1974
75-1	Undergraduate instructional equipment grants	Oct. 1975
--	Review of California Maritime Academy academic and facility plans	June 1975
75-3	Inventory of academic and occupational programs in California colleges and universities	Dec. 1975
75-4	Planning for postsecondary education in California; a five-year plan, 1976-81	Dec. 1975
76-1	Through the Open Door: A study of patterns of enrollment and performance in California's Community Colleges; final report	Feb. 1976
76-2	Establishing community advisement centers: A proposal	Feb. 1976
--	Adult education and community college finance	Feb. 1976
76-3	Regional planning for postsecondary education; Objectives, obstacles, alternatives	Feb. 1976
76-4	Faculty salaries, fringe benefits, and total compensation at the University of California and the California State University & Colleges; final report	April 1976

Report #	Title	Date Published
--	Veterinary medical education in California; and assessment of the need for expansion; draft	Feb. 1976
76-5	Veterinary medical education in California; and assessment of the need for expansion	April 1976
76-6	Equal opportunity in California postsecondary education; Part I	April 1976
76-7	The role of the state in private postsecondary education: recommendations for change	July 1976
--	The role of the California Postsecondary Education Commission	Dec. 1976

APPENDIX E

FIVE-YEAR PLAN UPDATE: THE CONSULTATION PROCESS

FIVE-YEAR PLAN UPDATE: THE CONSULTATION PROCESS

Date	Who	Subject
Review of Last Year's Plan		
February 3, 1976	PSE Subcommittee of the Assembly (McNeil-Haldeman)	Presentation of 1976-81 FYP to Committee; discussion/ comments for update
Discussion of Planning Process		
February 17, 1976	Statutory Advisory Committee (McNeil-Haldeman)	Discuss update in relation to seg. planning processes
April 16, 1976	Ad Hoc Committee on Planning and Special Projects (P&SP)	Draft work plan for revising CPEC FYP
April 28, 1976	Interseg. Planning Advisory Committee (CPEC staff)	Draft work plan for rev. FYP; discussion of integration of segmental planning
Selection PSE Issues		
May 19, 1976	Joint Meeting (P&SP Comm. and Governmental Relations Committee with Assembly Subcommittee on PSE	Major issues for California PSE: comments from Post, Stoltz, Gocke and members of Assembly Subcommittee on PSE
May 26, 1976	AEGLA (CPEC staff)	Meeting on issues/priorities for FYP Update
June 4, 1976	Student hearing (CPEC staff)	Issues/priorities for FYP update
June 8, 1976	Intersegmental Planning Advisory Committee (CPEC staff)	Issues statements and subissues
June 10, 1976	Faculty hearing (CPEC staff)	Issues/priorities for FYP update
June 11-12, 1976	Public hearing (P&SP Committee)	Issues/priorities for FYP update

FIVE-YEAR PLAN UPDATE: THE CONSULTATION PROCESS--continued

Date	Who	Subject
June 29, 1976	Statutory Advisory Committee (McNeil)	Discussion of priorities for update; request for information from segments
July 14, 1976	CAPE (CPEC staff)	Meeting on FYP priorities and planning process.
July 20, 1976	CPEC meeting	Discussion of FYP priorities
July 28, 1976	Intersegmental Planning Advisory Committee (CPEC staff)	Issues/priorities for FYP update
August 20, 1976	P&SP Committee	Issues/priorities for FYP update
Discussion of First Draft		
September 27, 1976	P&SP Committee	Meeting on preliminary draft of FYP update
Discussion of Second Draft		
October 20, 1976	Intersegmental Planning Advisory Committee (CPEC staff)	Meeting on second draft of FYP update
October 22, 1976	P&SP Committee	Meeting on second draft of FYP update
November 11, 1976	Student hearing (CPEC staff)	On second draft of FYP update
November 12, 1976	Faculty hearing (CPEC staff)	On second draft of FYP update
November 15, 1976	Public hearing (CPEC staff)	On second draft of FYP update
November 16, 1976	Statutory Advisory Committee	Review of second draft of FYP update

FIVE-YEAR PLAN UPDATE: THE CONSULTATION PROCESS--continued

Date	Who	Subject
Discussion of Third Draft		
December 20, 1976	P&SP Committee	Meeting on Information (third) draft of FYP update
January 17, 1977	CPEC Meeting	Action item on Commission agenda

APPENDIX F

THE COMMISSION'S ROLE IN
THE REVIEW OF ACADEMIC AND OCCUPATIONAL PLANS AND PROGRAMS:

GUIDELINES AND PROCEDURES

THE COMMISSION'S ROLE IN THE REVIEW OF ACADEMIC AND OCCUPATIONAL PLANS AND PROGRAMS:

GUIDELINES AND PROCEDURES

GUIDING PRINCIPLES

I. In establishing the California Postsecondary Education Commission as the statewide planning and coordinating agency for postsecondary education, the Legislature recognized the review of academic and occupational programs as one of the central functions of the Commission. Among the agency's other functions and responsibilities, these are designated:

[1] *It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and system wide long-range plans in a form determined by the commission after consultation with the segments.*

[2] *It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans... In developing such plan, the commission shall consider ... (b) the range and kinds of programs appropriate to each institution or system ... [and] (g) the educational programs and resources of private postsecondary institutions...*

[3] *It shall review proposals by the public segments for new programs and make recommendations regarding such proposals to the Legislature and the Governor.*

[4] *It shall, in consultation with the public segments, establish a schedule for segmental review of selected educational programs, evaluate the program review processes of the segments, and report its findings and recommendations to the Governor and the Legislature.*

[5] *It shall serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change.*

[6] *It shall periodically review and make recommendations concerning the need for and availability of postsecondary programs for adult and continuing education.*

[7] *It shall maintain and update annually an inventory of all off-campus programs and facilities for education, research and community services operated by public and private institutions of postsecondary education.*

(Education Code: Chapter 1187, Section 22712)

II. In a system of postsecondary education consisting of a diversity of institutions and a wide range of programs and services, the review of plans and programs must be guided by a concern for the broad public interest. It must be alert to possible duplication of effort, excessive costs, and inefficiencies in the allocation of resources.

At the same time it must seek to foster quality within each segment and institution, preserving institutional identity, initiative, and vitality in the process.

The public interest, as it relates to postsecondary education, suggests the need for:

A. Programs that will increase the knowledge and skills of individual citizens, accessible to everyone with the ability and desire to benefit from them.

B. Programs and activities that advance the frontiers of knowledge.

C. Public service programs for the people of the State.

D. Programs and activities that represent a responsible use of public funds.

III. The Commission through its staff will review proposed and existing programs to insure that they reflect the broad interests of the State.

OPERATING PRINCIPLES

I. Definition of terms

A. Academic or Occupational Plan

An academic or occupational plan contains at least an inventory of the programs offered or scheduled to be

offered by the campuses within a segment or by a group of independent or private institutions, with a timetable for all programs. A plan may also contain narrative descriptions of problem areas, program trends, future needs, and other matters relating to academic planning. In general, academic plans are prepared for five-year periods and revised annually.

B. Academic or Occupational Program

An academic or occupational program is a series of courses arranged in a scope and sequence leading to a degree or certificate.

C. School or College within an Institution or Segment

A school or college is an administrative unit established for carrying out instruction and often research and usually consisting of a number of departments in related academic or occupational fields.

D. Research Center or Institute

A research center or institute is a formal organization created to manage a number of research efforts within a university or segment.

E. Intersegmental Program Review Council

The Intersegmental Program Review Council is an advisory group whose function is to assist the staff of the CPEC in the coordination and review of academic and occupational plans and programs.

F. Segmental staff refers to the designated representatives of the chief executive officers of the segments.

G. Commission staff refers to the designated representatives of the Director of the Commission.

II. Procedure for Program Planning and Review

A. The Program Planning and Review Cycle

The staff of the Postsecondary Education Commission will participate in a program planning and review cycle involving each of the public segments, and eventually the independent and proprietary institutions as well. Each step of the process, which will be repeated annually, is summarized in the following chart and is detailed in the section which follows.

		Proposed Deadline
Step 1	Segmental offices prepare 5-year academic or occupational master plan for segment and submit plan to CPEC.	June 15
Step 2	Commission staff integrates segmental plans and prepares draft of 5-year state academic and occupational program plan, identifying problem areas.	July 15
Step 3	Intersegmental Program Review Council meets to refine program plan and resolve problem areas.	September 15
Step 4	Commission staff prepares final academic and occupational program plan for presenting to the Advisory Committee and to the Commission.	October 1
Step 5	Commission acts on plan and submits amended final version to Legislature.	December 15
Step 6	Segments consider revising segmental program plans in light of Commission action.	

1. Step Detail

Step 1: Each segment will prepare an academic or occupational program master plan, consisting, among other items, of a segment-wide inventory of existing graduate and undergraduate degree and certificate programs, research centers, schools, colleges, and off-campus centers along with proposed degree programs, centers, or schools (as defined by staff in consultation with the segments) proposed for implementation during the next five years. In addition, the plan should record enrollments in all existing degree programs and indicate, if possible, projected enrollments in the proposed programs. Eventually, information on the numbers of past and projected graduates in each degree program, as well as existing and projected enrollments by discipline or department should be incorporated into the segmental plan.

The Commission will request a similar inventory of existing and proposed programs from the independent colleges and universities, and the private vocational schools.

Step 2: The five-year plans will be submitted to the staff of CPEC for review and integration. In its review of programs at this stage--a review that will focus on programs proposed for implementation two to five years in the future--the Commission staff will be guided by these considerations, among others:

a. Do the proposed programs appear to represent unnecessary duplication or proliferation in any field?

b. Do any programs appear to violate the principle of differentiation of functions?

c. Is there a proper regional distribution of proposed programs?

d. Are there apparent unmet needs for programs in any field?

This process should result in the identification of issues and problem areas appropriate for consideration by the Intersegmental Council on Academic Plans and Programs.

Step 3: The Intersegmental Council—consisting of representatives from the office of the President of the University of California, the office of the Chancellor of the State University and Colleges, the office of the Chancellor of the California Community Colleges, and of representatives designated by the Association of Independent California Colleges and Universities, the California Advisory Council on Vocational Education and Technical Training, the Council for Private Postsecondary Education, the Department of Education and the Commission staff--will assist in the resolution of conflicts among the academic master plans of the various segments. They will also advise the Commission staff in its preparation of a five-year plan for the State by assisting in the definition of terms, in the development of a format, and in other matters relating to program planning and review.

Step 4: The academic and occupational programs plan will constitute one section of the annual five-year state plan prepared by the Commission staff. As the planning process is refined, an effort will be made to integrate academic plans and programs with other sections of the plan. Conflicts in academic or occupational programs that the Intersegmental Council could not resolve will be presented to the Commission for its review and consideration.

Step 5: The Commission, of course, may choose to amend the plan prepared by the staff. After discussion and amendment, the Commission may adopt the plan and submit it to the Legislature as a guide in its deliberations.

Step 6: The segments may decide to modify their five-year plans in accordance with the state plan adopted by the Commission.

B. Commission's Role in the Review of New Program Proposals

1. By considering programs two to five years prior to their intended implementation date, Commission staff will diminish the need to subject each program proposal to intensive review. The staff will nevertheless request, as information copies, proposals for all programs approved by the segments and will reserve the right to comment on any proposal submitted. If the staff has not commented on a given proposal within 30 days after it is received, concurrence with the segmental action on the proposal is to be assumed.

2. Any program not appearing on a segmental master plan for two years prior to its intended implementation date will be reviewed by Commission staff in accordance with the requirements in AB 770[1] and criteria similar to those currently in effect.

3. All proposals for programs to be initiated in the fall term, which are subject to review by Commission staff, should be submitted to the Commission before March 15. The deadline for proposals for programs scheduled to begin in the winter or spring term is October 15.

4. When a segment disagrees with a recommendation from Commission staff regarding a program proposal, either party may bring the proposal to the Commission's Coordination and Review Committee for its review and comment.

C. Commission's Role In The Review Of Existing Programs

1. Evaluation of Regular Segmental Review of Existing Programs

The Commission staff will request the segments to submit a schedule of program review activities at the campus and segmental level during the most recent academic year. The schedule should report: (a) what programs and program areas were reviewed; (b) what kind of review was conducted (i.e., standard review of recently initiated program, review of offerings in a single department or division, review of curriculum in preparation for accreditation visit, etc.); (c) who conducted the review; (d) what were the significant conclusions; and (e) what actions resulted from the review (continuation, modification, termination, or other).

The Commission's interest in segmental review procedures will be directed toward these ends:

a. To make certain that systematic review of programs is occuring within each of the segments;

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1. Chapter 1187, Statutes of 1973.

b. To suggest, if necessary, procedures and guidelines to be followed in reviewing programs;

c. To evaluate periodically the effectiveness of the program review process of the segments.

2. Special Intersegmental Review of Selected Program Areas

In addition to evaluating the ongoing program review procedures within the segments, the Commission, in consultation with the IPRC, will identify in its annually revised Five-Year Plan certain program areas to be reviewed concurrently by all the segments during the following year. This special review is not intended to interfere with or replace any other reviews of existing programs routinely carried out by the central offices of the public segments or by their individual campuses. Its purpose is to establish a comprehensive informational base upon which to make more informed judgments concerning individual degree or certificate programs within these areas at all levels of planning. The review should provide answers to at least the following questions: (1) Do any degree or certificate programs represent unnecessary duplication or proliferation? (2) Do any degree or certificate programs appear to violate the principle of differentiation of function among public segments? (3) Do some degree or certificate programs appear to be significantly overproducing or underproducing graduates for the job market? (4) What articulation provisions are in effect within the program area? (5) What developments within related occupational fields have implications for educational programs?

a. Selection of program areas for review

On the basis of information already available, the Commission staff, in consultation with the IPRC, will select the program areas to be reviewed according to the following criteria:

(1) Significant changes in enrollment over a five-year period

Programs or program areas with the greatest percentage increase or decline in enrollment during the past five years will be identified.

(2) Regional availability of programs

The geographic distribution of existing programs will be determined by charting programs on regional maps (with regional boundaries to be arrived at in consultation with the IPRC). The distinctive missions

of the three public segments will be an important consideration in determining the regional availability of degree and certificate programs.

(3) Number of projected programs

The number of new programs projected in the master plans of each segment and as reported by independent colleges and universities will be tabulated by program area. A list of program areas in which the greatest number of new programs are projected will be compiled.

(4) Special circumstances

From time to time, a review of a program area not identified by the preceding criteria may be warranted on the basis of a request from the Governor or Legislature, an unusual public interest, or other special conditions.

b. Data required

For those program areas selected for review, the Commission staff will ask for additional data in the following categories, as appropriate:

(1) Enrollment History in All Programs for Past Five Years

(2) Faculty Utilization/Program Cost Information

(3) Placement Records

(4) Institutional Comments

c. Assimilation of data

After the information has been submitted to CPEC, the Commission staff will be responsible for integrating the data from all the segments, reviewing developments within the program area and related occupational fields and making recommendations. In those areas in which a written report seems appropriate, the Commission staff will work with a specially appointed technical advisory committee in preparing the report. The report will be submitted to the Commission for approval before being transmitted to the Governor or Legislature.

STAFF RELATIONSHIPS

I. General

A. In addition to the meetings of the Intersegmental Program Review Council, informal discussions between the Commission staff and the respective segmental staffs will go forward on any issues of interest to any party. Issues which emerge in the course of these discussions will, whenever possible, be resolved by the respective staffs.

The staffs will review mutually Commission staff findings and conclusions concerning academic programs in advance of the submission of a report on the subject to the Commission. The staffs of the segments shall make available to the Commission staff such information as may be required.

Further, as the occasion demands, the Commission staff and the staffs of the segments will confer in the course of the development of academic or occupational programs.

B. Between meetings of the Intersegmental Program Review Council, the staff of the Commission may:

1. Advise the segments of potential overlapping of proposed programs.

2. Suggest, where appropriate, cooperative programs involving two or more segments;

3. Suggest to segmental staff such discussions as might be productive; and

4. Identify and comment on unmet needs in postsecondary program and services.

APPEAL PROCEDURE

Any action or decision resulting from procedures described in this document may be appealed to the full Commission by any of the parties represented on the Intersegmental Council.

APPENDIX G

STEPS IN THE INTERNAL PROGRAM REVIEW AND APPROVAL PROCESS AS REPORTED BY THE THREE PUBLIC SEGMENTS

STEPS IN THE INTERNAL PROGRAM REVIEW AND APPROVAL PROCESS AS REPORTED BY THE THREE PUBLIC SEGMENTS

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
UNDERGRADUATE PROGRAMS			
STEP I	Proposals for new degree programs are reviewed by faculty agencies on campus consisting first of departmental faculty (or, in some cases, of inter-departmental faculty groups) and then of committees of the Academic Senate. These reviews deal with academic quality and educational policy, student interests and needs, adequacy of basic faculty and library strengths for the program, and general relationship to the campus academic plan.	Campus faculty, deans, advisory committees, academic senates, and administrators review proposed programs to insure that (1) programs are in accordance with the approved academic master plan of the campus, and (2) that financial support, qualified faculty, physical facilities, and library holdings are sufficient to establish and maintain the program within current budgetary support levels. Program proposals are prepared in accordance with a detailed format (see attached) which is then submitted to the Division of Educational Programs and Resources, Office of the Chancellor.	At the district level the program proposal is reviewed by college and district instructional and administrative personnel, including faculty, department chairmen, deans, business managers, and facilities planners; by curriculum committees, area coordinating and advisory committees, certifying agencies and organizations; and, by boards of trustees members, according to the following considerations: a) appropriateness and assessed need for the program; b) general validity of objectives and program content to meet assessed need; c) regularity validity according to the requirements of Title V of the State Education Code; and, d) feasibility in terms of adequate faculty, instructional support, facilities and equipment to offer program.
STEP II	Proposals for new degree programs are also reviewed by on-campus administrative officers (deans, provosts, the Chancellor and his staff) with respect to fiscal matters, availability of resources and facilities, campus priorities, and campatibility with campus academic plans.	At the systemwide level the Division of Educational Programs and Resources evaluates the program in accordance with at least the following considerations: a) Conformance with the Academic Master Plan Program objectives and goals in relation to campus objectives; b) program curriculum quality and appropriateness; c) need in terms of projected enrollment, student demand, manpower considerations, and other available existing program; d) resource and cost-efficiency implications in terms of facilities planning faculty, equipment, library resources, etc.; e) conformance with provisions of Title V of the State Administrative Code; f) recommendations of special studies in the discipline; g) conformance with standards of national accrediting associations or state licensing agencies;	If the program is approved at the district level it is then submitted to the Community College Chancellor's Office. At the systemwide level, program proposals are reviewed further by at least two or more specialists (either academic or occupational, depending on the program) according to the following considerations: a) appropriateness of program to the objectives and conditions of higher education and community college education in California; b) consistency with district board of trustees policy; c) evidence of student and community need; d) feasibility in terms of faculty, library resources, and facilities; e) conformance with area and statewide master planning; and, f) whether similar programs are available in the area.

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
UNDERGRADUATE PROGRAMS (Cont'd)		h) availability of qualified faculty members, including highest rank earned; i) articulation with community college or other programs, where appropriate; and, j) conformance with provisions of statewide articulation agreements, where appropriate.	
STEP III	(Systemwide and CPEC Review) Following approval of a new degree program through Steps I and II, the next steps occur in the systemwide Academic Senate (if action there is necessary, which is not normally the case) and in the Systemwide Administration. Review and approval by agencies of the systemwide Academic Senate are not necessary for undergraduate degree programs unless the degree in question is one with a name not already approved for use by the campus. (For example, the campus may not have previous authorization to award a degree such as Bachelor of Fine Arts or Bachelor of Architecture.) If a program has been approved through Steps I and II, and if necessary by the systemwide Assembly of the Academic Senate, and if the program has appeared in the University Academic Plan two years prior to its intended implementation date, an information copy of the proposal is sent to the President for review and forwarding to CPEC staff. If CPEC staff does not comment within 30 days after receipt of the information copy, concurrence with proposed establishment of the program is to be assumed and the President will so notify the Chancellor unless authorization to the campus to award a new degree is required in which case request for approval of the new degree is submitted to the Board of Regents. If the program has not appeared in an academic plan two years prior to its intended date of implementation, the Chancellor forwards the proposal to the President in time for Systemwide Administration review and referral to CPEC staff for comment by the March 15 preceding the Fall term of intended initiation.	If necessary, the program proposal is submitted to CPEC for review and comment. If CPEC review is unnecessary, the program is approved by the Chancellor and the campus is notified of the approval.	The dean of Vocational Education and Planning and the Dean of Academic Affairs determine preliminary approval. If the proposal requires submission to CPEC, it is so directed for comment before final approval. If the program does not require CPEC review, program approval is recorded and filed in the Chancellor's Office and notification of approval is sent to the college district.

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
GRADUATE PROGRAMS			
STEP I	The same as for undergraduate programs, with the addition of special consideration, particularly in the case of professional programs, to questions of job market and placement opportunities for graduates of the program.	Graduate programs are subject to the same review as that noted above for undergraduate programs, but with particular attention to factors such as the following: 1) performance of corresponding undergraduate programs on the same campus; 2) criterion of minimum of five full-time faculty members with the terminal professional degree for a graduate program; 3) special licensure or credentialling requirements; and, 4) accreditation of corresponding undergraduate programs on the same campus, where applicable.	
STEP II	The same as Step I above.		
STEP III	(Systemwide Academic Senate Review) All new graduate degree program proposals must be reviewed and approved by the Academic Senate's Coordinating Committee on Graduate Affairs. If the name of the degree has not already been approved for use by the campus, the program and the new degree must be approved by the systemwide Assembly of the Academic Senate. (For example, the campus may not have previous authorization to offer a degree such as Master of Fine Arts, Master of Administration, or Engineer.)		
STEP IV	(Systemwide Administrative review) Proposals for new graduate programs are next reviewed by the Steering Committee of the Academic Planning and Program Review Board (APPRB), chaired by the Academic Vice President. This review is particularly addressed to overall academic planning considerations, the rationale and need for the program, issues of budget, resources and facilities, and how the program fits into the University's priorities.		
STEP V	If a program proposal passes successfully through Steps I-IV of the review process, it is then forwarded to CPEC staff for review under the same procedures as outlined for Step III under Undergraduate Programs. If the program requires authorization to that campus to award a new degree, it is subject also to approval by the Regents. If this is not required, the Academic Vice President approves the program without further review.		

	UNIVERSITY OF CALIFORNIA	CALIFORNIA STATE UNIVERSITY & COLLEGES	CALIFORNIA COMMUNITY COLLEGES
INTER-CAMPUS JOINT DEGREE PROGRAMS	Additional steps are required under a detailed procedure which provides for joint committee development and approval of an inter-campus joint degree program.		
OPTIONS, CONCENTRATIONS AND SPECIAL EMPHASES		The Chancellor's Office has required that, options, concentrations, and special emphases proposed under an existing program also be submitted for review even though they are not projected in the Academic Master Plan. An abbreviated format akin to the considerations above is used for these proposals. The development of options which share a common core under a degree program has been encouraged by the Chancellor's Office as an alternative to launching full degree programs which demand more resources.	
CERTIFICATE PROGRAMS	Academic achievement certification programs are treated in the same way as other graduate programs, but since there are few of these proposals the process is not highly formalized. The coordinatig Committee on Graduate Affairs recommends programs to the Academic Vice President who has final authority.		

APPENDIX H

THE ROLE OF THE COMMISSION IN CALIFORNIA POSTSECONDARY EDUCATION: A DECLARATION OF POLICY

California Postsecondary
Education Commission

THE ROLE OF THE COMMISSION IN CALIFORNIA POSTSECONDARY EDUCATION: A DECLARATION OF POLICY

The legislation which created the California Postsecondary Education Commission (AB 770, Chapter 1187, Statutes of 1973) assigned to it a variety of functions, ranging from broadly stated responsibilities to specifically defined activities. These various functions fall into four general categories: Clearinghouse for Information, Planning, Evaluation, and Coordination. A related function within the categories of planning and coordination is that of administering certain federal grant programs.

The law by itself does not fully define the extent and nature of the Commission's role. That role is shaped by the influences of the Legislature, the Governor, other governmental agencies, and the segments, and by the philosophies and perceptions of the Commissioners and their staff.

Therefore, the Commission believes that certai characteristics of its philosophy and its operations should be defined more explicitly.

First, as stated in the enabling legislation, the Commission is advisory to the Legislature, the Governor, other appropriate governmental officials and institutions of postsecondary education. The Commission's role as an advisor is vitally important in light of the size and complexity of the State's postsecondary education system, as well as of the differentiation of functions among the public segments set forth in the 1960 Master Plan for Higher Education.

Second, the composition of the Commission provides a statewide perspective that is unique in California postsecondary education. Twelve Commissioners are appointed as representatives of the general public, while eleven are appointed by the governing boards or associations of the educational institutions. It is this context of balance between the totality of the educational structure and the general public that gives the Commission its statewide viewpoint.

Third, the Commission is committed to a policy of maximum consultation with all parties involved in every issue, realizing that it is the segments themselves who will implement the policies and administer the budgets which directly affect our students in postsecondary education.

Fourth, the Commission believes that its independence as a statewide advisory body must be maintained. The Commission must chart its own course within the statutes which govern it.

Fifth, while the Commission is an advisory body, it must present its findings and recommendations to the Legislature and others in the most forceful manner possible. The Commission must often go beyond forwarding its reports and studies to other groups for their consideration, vigorously pursuing its recommendations and working for their adoption and implementation.

Sixth, in its role of statewide leadership, the Commission regards itself as an advocate of fulfilling the postsecondary educational needs of the people of the State of California. The Commission supports the existing segments and institutions as a means of fulfilling those needs, although the Commission will recommend priorities, changes and improvements whenever necessary. The Commission's fundamental objective is to enhance educational opportunities for all Californians.

Seventh, the Commission believes that all agencies and institutions involved with postsecondary education are subject to evaluation by the Commission.

These seven characteristics determine the way in which the Commission carries out its functions under the law, as summarized below. (See the Attachment for a complete citation of the Education Code in each of these categories.)

Clearinghouse Functions

1. The Commission shall act as a clearinghouse for postsecondary education and as a primary source of information for the Legislature, the Governor and other agencies.

2. The Commission shall develop a comprehensive data base ensuring comparability of data from diverse sources.

3. The Commission shall collect information and conduct studies of projected manpower supply and demand and disseminate the results of such studies.

4. The Commission shall maintain and update annually an inventory of all off-campus programs and facilities for education, research and community service operated by public and private institutions.

Planning Functions

1. The Commission shall require the governing boards of the public segments to develop and submit institutional and systemwide, long-range plans.

2. The Commission shall prepare a five-year State plan which shall integrate the planning efforts of the public segments and other pertinent plans.

3. The Commission shall update the State plan annually.

4. The Commission is to participate in appropriate stages of the executive and legislative budget process, as requested, and advise as to whether segmental budgetary requests are compatible with the State plan.

5. The Commission is designated as the State agency to carry out the purposes and provisions of the Higher Education Amendments of 1972 (Section 1202 of Title X) in regard to planning.

6. The Commission may undertake other functions and responsibilities appropriate to its planning role.

Evaluation Functions

1. The Commission shall establish a schedule for the public segments' review of selected educational programs, evaluate the program review processes of the public segments, and report its findings and recommendations to the Governor and the Legislature.

2. The Commission shall report annually on the financial conditions of independent institutions and other relevant information so that the Governor and the Legislature can understand the impact of State policies and programs on independent institutions.

3. The Commission shall develop criteria for evaluating the effectiveness of all aspects of postsecondary education.

4. The Commission shall review all proposals for changes in admission eligibility pools for public institutions and make recommendations.

5. The Commission shall periodically review and make recommendations concerning the need for and availability of adult and continuing education programs.

6. The Commission may, from time to time, submit to the Governor and Legislature a report which contains recommendations as to the necessary or desirable changes, if any, in the functions, policies and programs of the several segments of public and private postsecondary education.

7. The Commission shall develop and submit plans to the Legislature and the Governor for the funding and administration of a program to encourage innovative educational programs by institutions of postsecondary education.

8. The Commission shall serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change.

Coordination Functions

1. The Commission is to participate in appropriate stages of the executive and legislative budget process as requested.

2. The Commission is to advise the Legislature and Governor regarding the need for and location of new institutions and campuses of public higher education.

3. The Legislature intended that sites for new institutions or branches of the University of California and the California State University and Colleges, and such classes of off-campus centers as the Commission shall determine, shall not be authorized unless recommended by the Commission.

4. The Legislature intended that the Community Colleges would not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition of non-State-funded Community College institutions, branches, and off-campus centers shall be reported to the Commission.

5. The Legislature intended to utilize the advice of the Commission in requests for funding new and continuing graduate and professional programs, enrollment levels, and capital outlay for existing and new campuses, colleges, and off-campus centers.

6. The Commission shall review proposals by the public segments for new programs and make recommendations regarding such proposals to the Legislature and the Governor.

7. The Commission shall consider the relationships between academic and occupational and vocational education programs and coordinate State and local and public and private persons and agencies with a direct interest in these areas.

8. The Commission is designated as the State educational agency to carry out the purposes and provisions of the Education Amendments of 1972, Section 1202 of Title X, Section 1055 of Title X of the Higher Education Act of 1972, and is vested with all necessary power and authority to cooperate with the government of the United States.

9. The Commission may undertake other functions and responsibilities appropriate to its coordinating role.

So that the Commission could carry out these functions, the Legislature gave it the authority to require the public governing boards and institutions to submit data on a wide variety of matters pertinent to effective planning, policy development, articulation, and coordination.

.....

Having described its guiding philosophy and its statutory functions, the Commission believes it is equally important to describe those functions which are not appropriate to a statewide advisory body. The Commission feels it cannot be a mere conduit for the views of the segments. Nor does the Commission believe it appropriate to assume the role of a regulatory or "super" board agency.

The Commission opposes the assignment to it of any function which would compromise the independence and quality of its advice. Therefore, the Commission believes strongly that it should not be the administrator of any State-funded postsecondary education program. Furthermore, the Commission should not be assigned responsibility for allocating any grants provided by the State, at least for the next three years, at the end of which time the Commission will reevaluate its position in the light of intervening developments.

If, during the three-year period, the State provides grants for projects or programs which cross segmental lines, or which are designed to meet the needs of citizens not now being met by the

segments, the Legislature and the Governor should give primary consideration to the Commission's advice as to (1) how each program should be operated, and (2) who should administer the grant. The Commission will then carry out its statutory responsibility for evaluating the effectiveness of these grants.

The three-year moratorium would not apply to federally funded grant programs requiring statewide planning and coordination and which may require matching State funds.

This evaluation role will become increasingly important. The four roles -- Clearinghouse, Planning, Evaluation, and Coordination -- provide ample opportunity for the Commission to maintain its independent statewide perspective and still help postsecondary education provide high quality instruction in the most cost-effective manner.

ATTACHMENT

Functions Assigned

to the

California Postsecondary Education Commission

The functions assigned to the Commission, which are listed below, are excerpted from Chapter 5.5 of the Education Code. They have been arranged to correspond to the categories contained on pages 2 - 4 of the report on the role of the Commission.

Clearinghouse Functions

1/2. It shall act as a clearinghouse for postsecondary education information and as a primary source of information for the Legislature, the Governor, and other agencies, and develop a comprehensive data base insuring comparability of data from diverse sources. [Section 22712(14)]

3. It shall collect or conduct or both collect and conduct studies of projected manpower supply and demand, in cooperation with appropriate state agencies, and disseminate the results of such studies to institutions of postsecondary education and to the public in order to improve the information base upon which student choices are made. [Section 22712(10)]

4. It shall maintain and update annually an inventory of all off-campus programs and facilities for education, research, and community service operated by public and private institutions of postsecondary education. [Section 22712(13)]

Planning Functions

1. It shall require the governing boards of the segments of public postsecondary education to develop and submit to the commission institutional and systemwide long-range plans in a form determined by the commission after consultation with the segments. [Section 22712(1)]

2. It shall prepare a five-year state plan for postsecondary education which shall integrate the planning efforts of the public segments and other pertinent plans. The commission shall seek to resolve conflicts or inconsistencies among segmental plans in consultation with the segments. If such consultations are unsuccessful the commission shall report the unresolved issues to the Legislature with recommendations for resolution. [Section 22712(2)]

In developing such plan, the commission shall consider at least the following factors: (a) the need for and location of new facilities, (b) the range and kinds of programs appropriate to each institution or system, (c) the budgetary priorities of the institutions and systems of postsecondary education, (d) the impact of various types and levels of student charges on students and on postsecondary educational programs and institutions, (e) appropriate levels of state-funded student financial aid, (f) access and admissions of students to postsecondary education, (g) the educational programs and resources of private postsecondary institutions, and (h) the provisions of this division differentiating the functions of the public systems of higher education.

3. It shall update the state plan annually. [Section 22712(3)]

4. It shall participate in appropriate stages of the executive and legislative budget processes as requested by the executive and legislative branches and shall advise the executive and legislative branches as to whether segmental programmatic budgetary requests are compatible with the state plan. It is not intended that the commission hold independent budget hearings. [Section 22712(4)]

5. It may undertake such other functions and responsibilities as are compatible with its role as the statewide postsecondary education planning and coordinating agency. [Section 22712(21)]

Evaluation Functions

1. It shall, in consultation with the public segments, establish a schedule for segmental review of selected educational programs, evaluate the program review processes of the segments, and report its findings and recommendations to the Governor and the Legislature. [Section 22712(7)]

2. It shall report annually on or before January 1st to the Legislature and the Governor regarding the financial conditions of independent institutions, their enrollment and application figures, the number of student spaces available, and the respective cost of utilizing those spaces as compared to providing additional public spaces. Such reports shall include recommendations concerning state policies and programs having a significant impact on independent institutions. [Section 22712(19)]

3. It shall develop criteria for evaluating the effectiveness of all aspects of postsecondary education. [Section 22712 (12)]

4. It shall review all proposals for changes in eligibility pools for admission to public institutions and segments of postsecondary education and shall make recommendations to the Legislature, Governor, and institutions of postsecondary education. [Section 22712(18)]

5. It shall periodically review and make recommendations concerning the need for and availability of postsecondary programs for adult and continuing education. [Section 22712(11)]

6. It shall, upon request of the Legislature or the Governor, submit to the Legislature and the Governor a report on all matters so requested which are compatible with its role as the statewide postsecondary education planning and coordinating agency and may, from time to time, submit to the Governor and the Legislature a report which contains recommendations as to necessary or desirable changes, if any, in the functions, policies, and programs of the several segments of public and private postsecondary education. [Section 22712(20)]

7. It shall develop and submit plans to the Legislature and the Governor for the funding and administration of a program to encourage innovative educational programs by institutions of postsecondary education. [Section 22712 (9)]

8. It shall serve as a stimulus to the segments and institutions of postsecondary education by projecting and identifying societal and educational needs and encouraging adaptability to change. [Section 22712(8)]

Coordination Functions

1. It shall participate in appropriate stages of the executive and legislative budget processes as requested by the executive and legislative branches and shall advise the executive and legislative branches as to whether segmental programmatic budgetary requests are compatible with the state plan. It is not intended that the commission hold independent budget hearings. [Section 22712(4)]

2. It shall advise the Legislature and Governor regarding the need for and location of new institutions and campuses of public higher education. [Section 22712(5)]

3. It is the intent of the Legislature that sites for new institutions or branches of the University of California and California State University and Colleges, and such classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission. [Section 22713]

4. It is further the intent of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non-state-funded community college institutions, branches, and off-campus centers shall be reported to the commission. [Section 22713]

5. It is further the intent of the Legislature that the advice of the commission be utilized in reaching decisions on requests for funding new and continuing graduate and professional programs, enrollment levels, and capital outlay for existing and new campuses, colleges, and off-campus centers. [Section 22713]

6. It shall review proposals by the public segments for new programs and make recommendations regarding such proposals to the Legislature and the Governor. [Section 22712(6)]

7. It shall consider the relationships between academic and occupational and vocational education programs and shall actively encourage the participation of state and local and public and private persons and agencies with a direct interest in these areas. [Section 22712(17)]

8. The California Postsecondary Education Commission is designated as the state educational agency to carry out the purposes and provisions of the Education Amendments of 1972 (P.L. 92-318) as follows:

   (a) The commission is designated as the state commission required to be established pursuant to Section 1202 of Title X of the Higher Education Act of 1965 (P.L. 89-329) as amended by the Education Amendments of 1972 (P.L. 92-318);

   (b) The commission is designated as the state administrative agency required to be established pursuant to Section 1055 of Title X of the Higher Education Act of 1965 (P.L. 89-329) as amended by the Education Amendments of 1972 (P.L. 92-318), unless such designation is determined by the federal government to be in conflict with federal law or regulations;

(c) The commission is designated as the state administrative agency required to be established pursuant to Section 105 of Title I, Section 122 of Title III, Section 603 of Title VI and Section 704 of Title VII of the Higher Education Act of 1965 (P.L. 89-329) as amended by the Education Amendments of 1972 (P.L. 92-318).

The California Postsecondary Education Commission is hereby vested with authority to prepare and submit to the United States Commissioner of Education any state plan required by said act of Congress, to prepare and submit amendments to such state plans, and to administer such state plans or amendments thereto, in accordance with said act of Congress and any rules and regulations adopted thereunder. Any such state plan or amendment thereto prepared by the California Postsecondary Education Commission shall be subject to the approval of the Department of Finance to the extent required by Section 13326 of the Government Code. The California Postsecondary Education Commission is hereby vested with all necessary power and authority to cooperate with the government of the United States, or any agency or agencies thereof in the administration of the act of Congress and the rules and regulations adopted thereunder. [Section 22752]

9. It may undertake such other functions and responsibilities as are compatible with its role as the statewide postsecondary education planning and coordinating agency. [Section 22712(21)]

.....

The commission shall have power to require the governing boards and the institutions of public postsecondary education to submit data on plans and programs, costs, selection and retention of students, enrollments, plant capacities and other matters pertinent to effective planning, policy development, articulation and coordination, and shall furnish information concerning such matters to the Governor and to the Legislature as requested by them. [Section 22711]

APPENDIX I

THE COMMISSION'S ROLE IN THE REVIEW OF PROPOSALS FOR NEW CAMPUSES AND OFF-CAMPUS CENTERS-- GUIDELINES AND PROCEDURES

PREFACE

In August 1974, the Chairman of the California Postsecondary Education Commission appointed an Ad Hoc Committee to Develop Policies Relating to the Approval of New Campuses and Institutions. The Committee was established in response to legislation that requires the Commission to advise the Legislature and the Governor on the need for and location of new institutions, campuses, and off-campus centers of public higher education.

The following Commissioners were appointed to the Committee: Herbert K. Yee, Joan H. King, James W. Dent, William A. Wilson and John E. Canaday. Harold O. Wilson replaced Mr. Canaday in January. Mrs. Elizabeth M. Deedy, although not a member of the Committee, attended most of the meetings and provided valuable counsel.

The Committee met ten times to consider its charge, in the course of which it received advice from representatives of the following groups:

California Association for Private Education
Association of Independent California Colleges and Universities
University of California
California State University and Colleges
Los Angeles City Unified School District, Division of Career and Continuing Education
California Community Colleges
Los Angeles Community College District
Los Rios Junior College District
San Diego Community College District

The Committee's goals have been (1) to develop guidelines and procedures for Commission review of proposals for new campuses and off-campus centers that will clearly identify all proposals that should be brought to the attention of the Commission, and (2) to insure that the Commission will be involved at an early stage in the development of these proposals. The Committee believes that the guidelines and procedures presented in this report, in combination with the procedures developed for Commission review of academic plans and programs, will accomplish these goals. If, however, experience indicates they do not, the procedures will be modified.

The guidelines and procedures were developed under the assumption that all proposals for new campuses and off-campus centers, regardless of the source of funding, will be submitted for Commission review. This will enable the Commission to provide advice to the legislature and Governor regarding the need for and location of new institutions and campuses of public higher education as specified in the legislation establishing the Commission. The Committee wishes to emphasize, however, that the Commission will be providing advice only and not a recommendation on those proposals by Community College districts which involve solely local funding.

The Committee is aware that certain extension activities of the University of California and the California State University and Colleges are not fully covered by the proposed review procedures. However, the Commission has indicated that the area of continuing education is of high priority for future Commission study. The Committee hopes that such a study will suggest a remedy for this situation.

THE COMMISSION'S ROLE IN THE REVIEW OF PROPOSALS FOR NEW CAMPUSES AND OFF-CAMPUS CENTERS--GUIDELINES AND PROCEDURES

I. Introduction

The legislation establishing the California Postsecondary Education Commission specifically directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and Governor on the need for and location of these new campuses and centers. Further, the Legislature has stated that it will not authorize funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments without the recommendation of the Commission.

The guidelines and procedures presented below provide for the orderly development of proposals for new campuses and off-campus centers, and for timely involvement by the Commission--an involvement that will lead to sound advice and recommendations to the Legislature and Governor.

Although the guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission.

II. Assumptions Basic to the Development of Guidelines and Procedures for Commission Review of Proposals for New Campuses and Off-Campus Centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers.

The University of California and the California State University and Colleges will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice.

The University of California plans and develops its campuses on the basis of statewide needs.

The California State University and Colleges plans and develops its campuses on the basis of statewide needs and special regional considerations.

Planned enrollment capacities will be established for and observed by all campuses of public postsecondary education. These capacities will be determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities will be established by the governing boards of Community College districts, (and reviewed by the Board of Governors of the California Community Colleges), the Board of Trustees of the State University and Colleges, and the Board of Regents of the University of California. These capacities will be subject to Commission review and recommendations.

The Commission will render its advice on all proposals for new campuses and off-campus centers regardless of the source of funding.

III. Proposals Subject to Commission Review

NEW CAMPUSES

The Commission will review proposals for all new campuses (or branches) of the University of California, the California State University and Colleges, and the California Community Colleges.

NEW OFF-CAMPUS CENTERS

University of California and
California State University and Colleges

The Commission is concerned with off-campus educational operations established and administered by a campus of the segment, the central administration of the segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees at a single location or will involve a substantial enrollment at a single location, and which will require funding for construction, acquisition, or lease. Those that will not require such funding will be reported to the Commission primarily for inventory purposes, but may be considered for review.

California Community Colleges

The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations to be reported to the Commission for review are those planned for more than three years at a given location, and which (1) will offer courses in several certificate and/or degree programs, and/or (2) will have a head count

enrollment of more than 500, and (3) will require funding for construction, acquisition, or lease. Those that will not require funding for construction, acquisition, or lease will be reported to the Commission for inventory and consideration for review.

Consortium

When a consortium involves more than one public segment, one of these segments will assume primary responsibility for presenting the proposal to the Commission for review.

IV. Criteria For Reviewing Proposals

The following criteria will be used by the Commission and its staff to evaluate proposals for new campuses and off-campus centers submitted by the segments. A proposal submitted to the Commission for review should meet as many of the criteria as possible.

CRITERIA FOR REVIEWING NEW CAMPUSES

1. Enrollment projections should be sufficient to justify the establishment of the campus.

2. Alternatives to establishing a campus should be considered.

3. Other segments, institutions, and the community in which the campus is to be located should be consulted during the planning process for the new campus.

4. The proposed campus should be located to serve the maximum number of persons in the most effective manner.

5. Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses.

6. Projected statewide enrollment demand on the California State University and Colleges should exceed the planned enrollment capacity of existing State University and Colleges unless there are compelling regional needs.

7. Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses.

8. The establishment of a new University of California or California State University and Colleges campus should take into consideration existing and projected enrollments in surrounding institutions.

9. The establishment of a new Community College campus should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions, or lead to an unnecessary duplication of programs.

10. Enrollments projected for Community College campuses should be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance two years after opening).

11. Programs proposed for a new Community College campus should be designed to meet demonstrated needs of the community.

12. The campus should facilitate access for the economically, educationally, and socially disadvantaged.

CRITERIA FOR REVIEWING NEW OFF-CAMPUS CENTERS

1. Programs to be offered at the proposed center should be designed to meet demonstrated needs of the community in which the off-campus center is to be located.

2. The off-campus center should not lead to an unnecessary duplication of programs.

3. Enrollments projected for the off-campus center should be sufficient to justify its establishment and be within a reasonable commuting time.

4. The establishment of University and State University and Colleges off-campus centers should take into consideration existing and projected enrollments in adjacent institutions.

5. The establishment of a Community College off-campus center should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.

6. Alternatives to establishing an off-campus center should be considered with respect to cost and benefit.

7. Other segments and adjacent institutions should be consulted during the planning process of the off-campus center.

8. The proposed off-campus center should be located to serve the maximum number of persons in the most effective manner.

V. Schedule for Proposing New Campuses and Off-Campus Centers

The basic intent of the time schedule for proposing new campuses and off-campus centers as outlined below is to involve Commission staff early in the planning process, and to make certain that elements needed for Commission review are developed within the needs study described later in this document.

The schedules suggested below are dependent upon the date in which funding for the new campus or off-campus center is included in the Governor's budget and subsequently approved by the Legislature. Prior to the date of funding, it appears reasonable that certain events must occur, such as: a needs study to be authorized and conducted with notification to the Commission, district and/or system approval of the proposed campus or off-campus center, Commission review and recommendation, budget preparation by segmental staff, segmental approval of budget, Department of Finance review for inclusion in the Governor's Budget, consideration by the Legislature, and the Governor's signing of the budget bill.

Specific schedules are suggested below for each segment, based upon State funding for the operation. As noted previously, however, the Commission will review proposals for new campuses and off-campus centers regardless of the source of funding. This may require revision of the suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

SCHEDULE FOR NEW CAMPUSES

University of California and
California State University and Colleges

1. Needs study authorized by Regents of the University or by the Trustees of the State University and Colleges, and Commission notified (30 months before funding).

2. Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding).

3. Regents or Trustees approve new campus (18 months before funding).

4. Approval review by California Postsecondary Education Commission (17-15 months before funding).

5. Budget preparation by segmental staff (14-11 months before funding).

6. Budget approval by Regents or Trustees (10 months before funding).

7. Review by Department of Finance (9-7 months before funding).

8. Consideration by Legislature (6-0 months before funding).

9. Funding

California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (36 months before funding).

2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (35-25 months before funding).

3. Local board approves campus (24 months before funding).

4. Approval review by Board of Governors (23-22 months before funding).

5. Approval review by California Postsecondary Education Commission (21-20 months before funding).

6. Budget preparation by Board of Governors' staff and Department of Finance review (19-7 months before funding).

7. Consideration by Legislature (6-0 months before funding).

8. Funding

SCHEDULE FOR NEW OFF-CAMPUS CENTERS

University of California and
California State University and Colleges

1. Needs study authorized by the segment and Commission notified (24 months before funding).

2. Needs study conducted by segmental staff with appropriate participation by Commission staff (23-15 months before funding).

3. Regents or Trustees approve new off-campus center (14 months before funding).

4. Review by California Postsecondary Education Commission (13-12 months before funding).

5. Budget preparation by segmental staff (12-10 months before funding).

6. Review by Department of Finance (9-6 months before funding).

7. Consideration by Legislature (6-0 months before funding).

8. Funding

California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (32 months before funding).

2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (31-25 months before funding).

3. Local board approves off-campus center (24 months before funding).

4. Approval review by Board of Governors (23-22 months before funding).

5. Approval review by California Postsecondary Education Commission (21-20 months before funding).

6. Budget preparation by Board of Governors and Department of Finance review (19-7 months before funding).

7. Consideration by Legislature (6-0 months before funding).

VI. Content of Needs Study for New Campuses and Off-Campus Centers

As indicated in Section V of this document, a needs study will accompany proposals for new campuses and off-campus centers. This study will be the primary source of information for Commission staff review of such proposals. The time needed to complete such a study will depend upon the size of the proposed operation, the number of staff assigned to such a study, and a number of other factors. Enough time should be allowed for the completion of the need study, however, so that Commission staff's review and recommendation may be submitted to the Commission for its consideration in a timely fashion.

The need study should include, but not be limited to the following factors:

1. Enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, should be provided for a proposed campus, and for each of the existing campuses in the district or system. Ten year projections should be provided for a proposed off-campus center. Department of Finance enrollment projections must be included in any needs study. Any other projections should be fully documented.

2. The currently planned enrollment capacities of existing campuses within the district or system should be indicated.

3. The study should describe and justify the programs projected for the new campus or off-campus center.

4. An examination of the effects of establishing the proposed campus or off-campus center on existing institutions in the area should be provided with respect to enrollments, operating costs, and facilities.

5. A discussion as to how other segments, institutions, and the community were consulted during the planning process for the new campus or off-campus center should be included.

6. Characteristics (physical, social, demographic, etc.) of the location proposed for the new campus or off-campus center should be included.

7. A cost benefit analysis of alternatives to establishing a new campus or off-campus center should be conducted.

   Analysis should include a discussion of at least the following alternatives:

   a. Establishment of an off-campus center or centers as an alternative to a new campus.

   b. Use of educational television, computer-assisted instruction, "store front" operations, etc., as an alternative to a new campus or off-campus center.

   c. Expansion of existing campuses.

   d. Year-round operation.

   e. Increased utilization of existing facilities.

PROPOSED PROGRAMS
REPRESENTING POSSIBLE DUPLICATION

APPENDIX J - University of California: Individual Programs

APPENDIX K - California State University and Colleges: Individual Programs

APPENDIX L - California State University and Colleges: Program Areas

APPENDIX M - California Community Colleges: Program Areas

APPENDIX J

UNIVERSITY OF CALIFORNIA:

Individual Programs

MA/PhD--Comparative Literature, Davis (1977)

1) Proliferation of programs at the PhD level in areas of low occupational demand

PhD --Geography, Santa Barbara (TBD)*

1) Proliferation of programs at the PhD level in areas of low occupational demand

PhD --Classics, Santa Barbara (TBD)

1) Systemwide enrollments extremely small
2) Proliferation of programs at the PhD level in areas of low occupational demand

MAdmin.--Administration, Davis (1977) Graduate, USC, Chapman

1) Duplication of graduate programs in a geographic area

MAT --Astronomy, Los Angeles (1977)

1) Declining enrollments in existing programs
2) Manpower information indicates lack of need for teachers of astronomy

MA --Classical Studies, San Diego (TBD)

1) Systemwide enrollments extremely small
2) Proliferation of programs at the PhD level in areas of low occupational demand

MAdmin.--Administration, Santa Barbara (TBD)

1) Duplication in a geographic area (CSUC Consortium External Degree Program at Ventura Learning Center)

School of Law, Santa Barbara (TBD)

1) Requires full-scale review and evaluation

MA --Education, Santa Cruz (1978)

1) Proliferation of programs in areas of low occupational demand

Totals: Ten programs designated (counting the first as 2 programs), or 15% of the total of 67 programs projected by the U.C.

*To be determined

APPENDIX K

CALIFORNIA STATE UNIVERSITY AND COLLEGES:
Individual Programs

MA--Social Science, Dominguez Hills (1980-81)

1) Duplication in the Los Angeles area
2) Declining enrollments in general systemwide (although not 20% over the past three year period)

MA--Sociology, San Bernardino (1977-78)

1) Proliferation of programs at the Master's level
2) Declining enrollments systemwide (static for the past two years)

MA--Community Services, Chico (1978-79)

1) Potential duplication in geographic area; MS program recently initiated at UC, Davis

MSW--Social Work, Los Angeles (1977-78)

1) Manpower evidence indicates overproduction of social workers
2) Other MSW programs available in the Los Angeles area at UCLA and USC

MS--Recreation Administration, Fresno (1977-78)

1) Proliferation of programs at the Master's level

BA--Recreation, Fullerton (1977-78)

1) Potential duplication in a geographic area

MS--Aeronautics, San Jose (1976-77)

1) Manpower evidence indicates overproduction, particularly in this geographic area
2) Other programs available in the area at Stanford and UCB

MA--Comparative Literature, San Diego (1977-78)

1) Marginally declining, unusually small systemwide enrollments at a seemingly sufficient number of campuses (7 public, 3 independent institutions)

Totals: Eight programs designated, or 6% of the total 142 programs projected by the California State University and Colleges

APPENDIX L

CALIFORNIA STATE UNIVERSITY & COLLEGES:
Program Areas

Fine Arts

Art

MFA	Chico	(79-80)
MA	Dominguez Hills	(79-80)
MFA	Fullerton	(78-79)
MA	Hayward	(76-77)
BFA	Northridge	(79-80)
MA	San Bernardino	(79-80)
BFA	San Diego	(76-77)
MFA	San Diego	(78-79)
MA	Sonoma	(77-78)
BA	Bakersfield	(77-78)
BFA	Chico	(76-77)
BFA	Fullerton	(76-77)
BFA	Sacramento	(78-79)
MFA	Sacramento	(80-81)
BFA	San Francisco	(79-80)
MFA	San Francisco	(80-81)

Music

MM	Fullerton	(76-77)
MM	Los Angeles	(77-78)
MM	Northridge	(79-80)
MM	San Jose	(78-79)
MA	Sonoma	(77-78)
BA	Bakersfield	(77-78)

Music (continued)

BM	Fresno	(76-77)
MM	Fresno	(79-80)
MM	Long Beach	(78-79)
MM	San Francisco	(77-78)
BM	Sacramento	(76-77)
BM	San Jose	(76-77)

Theater and Drama

MFA	Humbolt	(76-77)
BFA	Long Beach	(76-77)
BFA	San Jose	(79-80)
MFA	Fullerton	(76-77)
BFA	Northridge	(78-79)
MFA	San Diego	(76-77)
MFA	San Francisco	(78-79)

Fine Arts

MA	Bakersfield	(79-80)

TOTAL = 36 Programs Projected in the Fine Arts

APPENDIX L (Continued)

CALIFORNIA STATE UNIVERSITY AND COLLEGES:

Program Areas

Computer Science and Information Science

BS	Bakersfield	(79-80)
BS	Dominquez Hills	(77-78)
MS	Fresno	(78-79)
BS	Long Beach	(76-77)
BS	Stanislaus	(76-77)
MS	Sacramento	(76-77)
BA	San Francisco	(76-77)
MA	San Francisco	(79-80)

TOTAL = 8 Programs Projected in Computer Science & Information Science

Health Science

BS	Pomona	(76-77)
MS	San Bernardino	(79-80)
MS	Dominquez Hills	(77-78)
BS	Fullerton	(77-78)
BA	Sonoma	(78-79)

TOTAL = 5 Programs Projected in Health Science

Nursing

BS	Stanislaus	(77-78)
MS	Bakersfield	(77-78)
MS	Sacramento	(76-77)
MS	San Diego	(77-78)
MS	San Francisco	(77-78)

TOTAL = 5 Programs Projected in Nursing

APPENDIX M

CALIFORNIA COMMUNITY COLLEGES:

Program Areas[1]

Area 1: Ornamental Horticulture
(CID Numbers 0109, 0133, 0134)
18 programs projected

Area 2: Recreation, Tourism, Park Management
(CID Numbers 0542, 0851, 2103)
31 programs projected

Area 3: Ecology and Natural Resources Management
(CID Numbers 0115 and 0420)
14 programs projected

Area 4: Hotel and Restaurant Management
(CID Number 0508)
18 programs projected

Area 5: Insurance
(CID Number 0512)
14 programs projected

Area 6: Communications and Radio/TV
(CID Numbers 0603 and 0605)
17 programs projected

Area 7: Educational Assistant
(CID Number 0850)
9 programs projected

Area 8: Biomedical Engineering
(CID Number 0905)
11 programs projected

Area 9: Diesel
(CID Number 0930)
9 programs projected

Area 10: Environmental Control/Air Conditioning/Refrigeration
(CID Numbers 0936, 0944, 0945)
28 programs projected

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1. Due to the large number of programs identified here, the individual campuses and projected dates of initiation are not listed. All programs projected are for the period 1976 to 1981. Refer to the Master Plan and Inventory of Programs, Chancellor's Office, California Community Colleges, Spring 1976, for more detail.

CALIFORNIA COMMUNITY COLLEGES:

Program Areas

(continued)

Area 11: Auto Body and Fender
(CID Number 0946)
9 programs projected

Area 12: Auto Mechanics
(CID Number 0947)
9 programs projected

Area 13: Small Engine Repair
(CID Number 0949)
16 programs projected

Area 14: Pilot Training[2]
(CID Number 0951)
6 programs projected

Area 15: Photography
(CID Number 1011)
12 programs projected

Area 16: Graphic Arts
(CID Number 1030)
15 programs projected

Area 17: Nursing
(CID Numbers 1203 and 1205)
14 programs projected

Area 18: Occupational Therapy
(CID Number 1208)
10 programs projected

Area 19: Physical Therapy
(CID Number 1212)
16 programs projected

Area 20: Dental Hygiene/Assistant/Technician
(CID Numbers 1213, 1224, 1230)
28 programs projected

Area 21: Medical Lab Technician
(CID Number 1223)
11 programs projected

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2. Although only a small number of programs are projected, these programs are included on this list because they are relatively high cost and will routinely require special justification.

CALIFORNIA COMMUNITY COLLEGES:

Program Areas

(continued)

Area 22: Radiologic Technician[3]
(CID Number 1225)
8 programs projected

Area 23: Mental Health or Psychiatric Technician
(CID Numbers 1234 and 1239)
23 programs projected

Area 24: Care and Guidance of Children
(CID Number 1330)
12 programs projected

Area 25: Legal Assistant
(CID Numbers 1401 and 1499)
16 programs projected

Area 26: Public Administration
(CID Number 2102)
17 programs projected

Area 27: Social Work, Helping Services, Community Service
(CID Numbers 2101 and 2104)
22 programs projected

Area 28: Food Service Technology
(CID Number 3002)
11 programs projected

Area 29: Cosmetology[4]
(CID Number 3007)
7 programs projected

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3. Although fewer than ten programs are projected, they are listed here because of the need for special justification in terms of manpower needs.

4. Although fewer than ten programs are projected, the relatively high cost and need for clear cut justification of manpower needs have resulted in the inclusion of these programs.

CALIFORNIA COMMUNITY COLLEGES:

Program Areas

(continued)

Area 30: Animal Health Technology (Veterinary Technician)[5]
(CID Numbers 0199 and 1299)
2 programs projected

TOTAL = 433 programs designated for special justification or
27% of 1,578 total programs projected by community colleges.

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5. CPEC's study, Veterinary Medical Education in California (1976), recommended that no new Animal Health Technology programs be started, beyond the seven existing programs, without a rigorous needs analysis.